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ABSTRACT

An analysis and summary of 19 recent Canadian and U.S. reports on training needs show that all of them warn that Canada (like North America generally) is facing a serious skills crisis at a time of growing demand for capable workers. In addition, the studies point out that the private sector must contribute much more than it has so far to human resource development. The conclusions drawn from the analysis were intended to guide TVOntario in developing skills programming and a long-term skills plan for all sectors. Six target groups were identified, and their learning needs were categorized according to general literacy, communication, awareness, personal and health issues, management, and human resource issues. Eight specific areas in which TVOntario could become involved to fill gaps or provide alternatives to current skills training were identified: (1) generic skills programming; (2) direct industry-specific teaching; (3) technological awareness; (4) interpersonal skills; (5) public awareness; (6) prevention; (7) programming to provide options and choices; and (8) narrowcast programming (for example, programming directed to women or other special groups). (The report concludes with abstracts of the 19 source documents, citing focus, target groups and needs, key recommendations, ways to implement training, funding schemes, and outcomes.) (KC)

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Planning and Development Research

Planification et recherche en développement

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THE NEED FOR TRAINING

A Synthesis of Recent Studies

U.S. DEPARTMENT OF EDUCATION
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PLANNING AND DEVELOPMENT RESEARCH
PLANIFICATION ET RECHERCHE EN DÉVELOPPEMENT

Report 90-17

THE NEED FOR TRAINING
A Synthesis of Recent Studies

by

Frances Danis
Francine Lecoupe

May 1991

TVO
LA CHAÎNE

Director, Planning and Development Research: Judith Tobin
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SUMMARY

This study analyses and summarizes 19 recent Canadian and American reports on training needs, all of which warn that Canada (like North America generally) is facing a serious skills crisis at a time of growing demand for capable workers. While there is widespread agreement on the need for training, there is less understanding on who most needs it, what this training should entail and who should pay.

The purpose of this document is to guide TVOntario management and production teams in developing skills programming and a long term skills plan for all sectors.

The section entitled "Target Groups and Their Learning Needs" summarizes the training needs of six target groups: people in the workforce; the recently unemployed; people with limited or interrupted work experience; women; immigrants; and youth. Introductory demographic and social data outline the respective situations of each target group and put their training needs into context. Within each target group, learning needs are categorized according to general **literacy**, **communication, awareness**; **personal and health issues**; **management**; and **human resource issues**. These categories are shaped and limited by the content of the literature summarized, which was oriented towards corporate priorities rather than trade skills.

Notable cross-target group **literacy** learning needs are basic skills (literacy, numeracy, problem-solving/analytical skills), business-oriented basic skills enhancement (e.g. report writing, foreign language skills), people skills, computer literacy, improved technological literacy (focussing on technological innovations in the workplace), and awareness of occupational/career options, the necessary skills they require and the training available (this would include positive role modelling for disadvantaged workers, including women, the young, the old, and new Canadians).

Personal and health issues that span all target groups include personal and career development (including job search skills, networking, self-assessment, and self-marketing), stress management (counselling on balancing personal, social, and professional aspects of life), coping with unemployment, personal and family budgeting, and health and safety (including AIDS awareness, workplace safety, self-defence against assault, abuse, and harrassment).

Recurring **management** skills needs include strategic planning, leadership issues (such as team building, delegating, motivating and influencing, conflict intervention), and corporate well-being issues (including business ethics, handling of hazardous materials, health and labor law).

Also identified were common training needs relating to the **human resources issues** of employment equity, pay equity, and health and safety.

Many of the reports are quite urgent in tone, warning that unless far-reaching changes are made in educating and training workers, Canada will be plagued by high unemployment and saddled with an uncompetitive labor force. However, the reports also reflect a primarily corporate agenda, emphasizing the role that human resources play in competitiveness and economic growth while paying less attention to the role of training in enabling workers to have more control over their jobs and their lives.

This divergence is notable throughout the section entitled "Delivery of Training," which explores the views of labor and business on the delivery modes of skills training and upgrading for current workers, for displaced workers or those in unstable industries, for the long-term unemployed (here the community perspective is also taken into consideration), and for labor market entrants and re-entrants. Generally, business favors training schemes that focus on industry-specific skills enhancement (non-regulated, on-the-job), while labor advocates worker-centred, developmental programs (learner-centred, institutionally stimulated and/or delivered, yielding portable, certifiable skills).

The reports agree, however, that systems to deliver training should be reformed to increase flexibility and responsiveness to local and regional needs. There is consensus that business and labor should take the lead in training workers, relying upon federal and provincial governments only for secondary assistance and stimulation of private sector efforts. A frequent suggestion was the creation of a tri-level (business/labor/government) national body to set training standards and advise governments of learning needs; the creation of another board was suggested to upgrade the antiquated apprenticeship system as were the instituting of other bodies to adapt national and provincial programs to local needs.

"Sources of Funding" reveals that the federal government is trying to shift more of the costs of training to the private sector, which tends to view training as a cost rather than as a long-term investment in human capital. Various triggers have been considered to prompt business to assume more of the costs, the most popular of which is a tax-based scheme. All the reports surveyed stress that stable federal funding is essential to allow public training institutions to implement effective training. Additional options explored employment insurance-based and RRSP-type training funds, as well as employment tax credit programs, a national training tax and shared-cost sectoral training funds.

A survey of action to date reveals that, despite a decline through the past few years in the funding of training, the federal government has recently taken serious steps to tackle training issues: establishing a multi-partite national advisory board to set national training priorities and warning recalcitrant companies that unless improvement is made in allocation of funds for training, goverment will legislate a training tax-type payment scheme.

"The Contributions of Educational Broadcasting" reveals that throughout the various reports there is almost no discussion of alternatives to traditional modes of instruction (standup, classroom delivery) and that the possible role of educational television is overlooked almost completely. This despite educational television's demonstrated ability to respond to the majority of the needs identified, transcending barriers of time, distance, mobility, and financial constraints. Educational television can contribute both through dramatic presentations (which would, for example, aim to combat the negative image of careers in trades and technology), through the teaching of skills (for example, training teachers in using technology in the classroom), through the demystification and exploration of the various training opportunities available (promoting post-secondary studies to those who had considered them out of their reach, for example), and through macro-level discussions of issues and trends in employment and education.

With this in mind, there are eight specific areas in which TVOntario could become involved to fill gaps or provide alternatives to current skills training programs:

- **Generic skills programming:** Given that virtually every type of worker is said to require training in generic or transferable skills, the role TVOntario could play is clear. Since the literature stresses the need to reach individuals most at risk in a changing labor market, TVOntario could focus on, for example, blue collar and technical workers in industries facing upheaval, developing programming in creative thinking, trouble shooting, goal setting, etc.

- **Direct industry-specific teaching:** Designed to serve closely targeted audiences, programming could be developed to enhance skills levels in broad occupational categories (electricity, mechanics, thermal systems, etc.) as well as in management techniques (statistical process control, quality circle activities, and integrated manufacturing). This kind of programming is a natural for development and funding with other partners, perhaps as outlined in *Credentialism: Partnerships for Business Education* (Planning and Development Research Working Paper 90-6, August 1990).

- **Technological awareness:** Additional programming could be produced to inform the public of changes to come (new technologies in the workplace), analysing and interpreting the effects of these changes and providing workers with coping tools.

- **Interpersonal skills:** Targeting key groups such as clerical workers, management, technical workers and laborers, TVOntario could provide programming on basic literacy and numeracy skills as well as on broadbased communications skills (such as verbal and listening skills, interpersonal and negotiating skills, report and business writing).

- **Public Awareness:** Various programming initiatives could deal with global issues and trends, interpreting their significance for Canada and Ontario; expand understanding of solutions to the skills crisis; and, using hotlines or other options for in-depth information, outline training options throughout the province.

- **Prevention:** Given TVOntario's strong existing connection to the school system, programming could be developed to address the consequences of not pursuing an education (presenting a realistic portrait of the difficulties of economic survival without adequate marketable skills) and to propose viable alternative education plans.

- **Programming to provide options and choices:** The audience for this kind of programming are the recently or long term unemployed with particular attention to people who experience sudden job loss due to changes in the labor market.

Programming could explore the changing labor market in a way that offers opportunities and alternatives for those coping with unemployment.

- **Narrowcast programming:** As women are identified in the literature as an untapped resource in a tight labor market, TVOntario could produce programming specifically targeted at women. Programming could explore a range of issues related to balancing work and family demands, making career choices, and identifying transferable skills.

The report concludes with an appendix of abridgments of the documents consulted.

SOMMAIRE

Cette étude analyse et récapitule 19 rapports canadiens et américains sur les besoins de formation, qui ont été récemment publiés et qui soulignent tous le grave problème que pose, au Canada et en Amérique du Nord en général, la pénurie de main-d'œuvre qualifiée dans un contexte de demande croissante pour ces compétences. Bien que ces besoins de formation soient largement reconnus, il n'existe pas de consensus sur la nature de la formation à donner, sur les segments de la main-d'œuvre qui devraient surtout en bénéficier et sur les sources de financement.

Ce document se veut un guide pour les équipes de gestion et de production de TVOntario dans la mise en place d'une programmation visant l'acquisition d'aptitudes professionnelles et dans l'élaboration d'un plan à long terme en la matière, pour tous les secteurs.

Le chapitre intitulé « Target Groups and Their Learning Needs » résume les besoins de formation de six groupes cibles : les travailleurs et travailleuses, les sans-emploi récents, les personnes n'ayant qu'une expérience de travail limitée ou qui ont dû quitter le marché du travail, les femmes, la population immigrante et les jeunes. Des renseignements d'ordre démographique et social donnent un aperçu de la situation respective de chaque groupe cible et cernent leurs besoins de formation. Au sein de chaque groupe cible, ces besoins sont classés selon les rubriques suivantes : **alphabétisation, communication, conscientisation**; **perfectionnement personnel et santé** ; **gestion** ; et **ressources humaines**. Ces catégories ont été établies suivant les paramètres et limites de contenu des rapports analysés. Ceux-ci sont axés davantage sur les priorités des entreprises que sur les aptitudes professionnelles ou liées aux métiers.

Les besoins de formation en matière d'alphabétisation, qui touchent tous les groupes cibles, incluent : aptitudes de base (savoir lire et écrire, notions de calcul, résolution de problèmes/facultés d'analyse), amélioration des aptitudes de base d'ordre commercial (par exemple, rédaction de rapports, langues étrangères), relations interpersonelles, connaissance de l'informatique, amélioration des connaissances technologiques (accent sur les innovations technologiques dans le milieu de travail), information sur les possibilités d'emploi et de carrière, aptitudes qu'exigent ces emplois et formation offerte (y compris modèle positif pour les travailleurs désavantagés, notamment les femmes, les jeunes, les personnes âgées et les nouvelles citoyennes et nouveaux citoyens Canadiens).

Les besoins en matière de perfectionnement personnel et santé, communs à tous les groupes cibles, incluent : perfectionnement professionnel et avancement (y compris méthodes de recherche d'emploi, réseaux de contacts, auto-évaluation et mise en marché des qualités personnelles), contrôle du stress (conseils sur la façon d'équilibrer vie personnelle, sociale et professionnelle), faire face au chômage, préparation d'un budget personnel et familial, et santé et sécurité (y compris information sur le sida, sécurité au travail, autodéfense en cas d'agression et d'harcèlement).

Les besoins en matière d'aptitudes de **gestion** incluent : planification stratégique, leadership (savoir constituer une équipe, déléguer des pouvoirs, motiver et influencer, intervenir en cas de conflit) et aspects touchant la réputation de l'entreprise et le bien-être des travailleurs (y compris code de déontologie, manipulation des matières dangereuses, lois de la santé au travail et code du travail).

D'autres besoins de formation communs ont également été identifiés dans le domaine des **ressources humaines** : équité en matière d'emploi, équité salariale et santé et sécurité.

Maints rapports soulignent la nécessité de prendre d'urgence des mesures et concluent qu'en l'absence de changements importants dans la formation professionnelle, le Canada se retrouvera avec un taux de chômage élevé et une main-d'œuvre nonconcurrentielle. Toutefois, ces rapports expriment essentiellement les préoccupations des entreprises : ils insistent sur le rôle des ressources humaines dans la compétitivité et la croissance économique, mais accordent beaucoup moins d'attention à cet aspect du rôle de la formation qui est d'aider les travailleurs et travailleuses à exercer davantage de contrôle sur leur vie personnelle et professionnelle.

La divergence est particulièrement nette dans le chapitre intitulé « Delivery of training, » qui examine le point de vue des syndicats et des entreprises sur les méthodes de formation et de perfectionnement de la main-d'œuvre actuelle, des segments de la main-d'œuvre déplacés ou appartenant à des secteurs instables, les sans-emploi de longue date (là, le point de vue des regroupements communautaires est pris en considération) et de tous ceux et celles qui entrent pour la première fois sur le marché du travail et/ou qui le réintègre. D'une manière générale, les entreprises sont en faveur de programmes de formation qui mettent l'accent sur l'amélioration des aptitudes particulièrement recherchées dans leur secteur (formation non règlementée, sur le tas), tandis que les syndicats préfèrent des programmes de perfectionnement axés sur la personne (formation orientée sur les besoins de la main-d'œuvre, dispensée par des institutions d'enseignement et/ou à leur initiative, et permettant l'acquisition d'aptitudes reconnues pouvant servir dans divers emplois).

Les rapports conviennent toutefois que, pour offrir une plus grande latitude et mieux répondre aux besoins locaux et régionaux, il faudra réviser les systèmes de formation. Tous sont d'accord sur le fait que les entreprises et les syndicats devraient prendre l'initiative de la formation et n'attendre du gouvernement fédéral et des gouvernements provinciaux qu'une aide secondaire et un encouragement des efforts du secteur privé. Il est suggéré, à maintes reprises, d'instituer un organisme national tripartite (entreprises/syndicats/gouvernement) qui serait chargé d'élaborer des normes de formation et de faire connaître aux gouvernements les besoins de formation des travailleurs ; il est également suggéré de créer un autre conseil qui réviserait le système démodé de l'apprentissage des gens de métier et, enfin, de mettre sur pied d'autres organismes ayant pour tâche d'adapter les programmes nationaux et provinciaux aux besoins locaux.

Le chapitre « Sources of Funding » révèle que le gouvernement fédéral cherche actuellement à faire absorber une plus grande partie du coût de la formation au secteur privé, qui tend à considérer cette formation plus comme une dépense que comme un investissement à long terme en ressources humaines. Plusieurs méthodes ont été envisagées pour inciter les entreprises à assumer une plus grande partie des coûts, la méthode préférée consistant en une imposition spéciale. Tous les rapports insistent sur le fait que les établissements publics de formation ne peuvent s'acquitter efficacement de leur rôle sans un financement fédéral stable. D'autres possibilités sont aussi envisagées : caisses de formation basées sur l'assurance-chômage et de type REER, programmes de crédit d'impôt à l'emploi, impôt national de formation, et caisses de formation à coûts partagés pour chaque secteur.

Si l'on examine les mesures prises jusqu'à présent, on s'aperçoit que, même s'il a réduit son financement ces dernières années, le gouvernement fédéral s'est récemment attaqué de façon sérieuse au problème de la formation : en établissant un conseil consultatif national multipartite pour fixer des priorités en matière de formation à l'échelle du pays et en informant les entreprises récalcitrantes que, si elles ne consacraient pas davantage de fonds à la formation, il aurait recours à une imposition spéciale.

Le chapitre intitulé « The Contributions of Educational Broadcasting » révèle que les modes traditionels d'enseignement (en salle de classe) ne sont pour ainsi dire pas remis en question et que le rôle possible de la télévision éducative est presque complètement négligé. Ceci est d'autant plus étonnant que la télévision éducative a montré qu'elle pouvait répondre à la majorité des besoins identifiés et surmonter les obstacles du temps, de la distance et du coût. La télévision éducative peut avoir un apport précieux par des émissions dramatiques (qui chercheraient par exemple à redresser l'image négative des métiers techniques), par l'enseignement de certaines aptitudes (par exemple, apprendre aux professeurs à avoir recours à la technologie dans les salles de classe), par la démystification et l'étude des diverses possibilités de formation offertes (par exemple, persuader ceux et celles que le niveau postsecondaire effraie de poursuivre leurs études), et par des discussions des problèmes et tendances en matière d'emploi et d'enseignement.

Dans ce contexte, TVOntario pourrait combler des lacunes ou fournir des solutions de rechange aux programmes actuels de formation. Son intervention pourrait prendre huit formes spécifiques :

- **Programmation visant l'acquisition d'aptitudes générales** : Puisque la grande majorité des travailleurs et travailleuses ont besoin à divers degrés d'acquérir des compétences génériques ou transférables, le rôle potentiel de TVOntario s'avère clair. Tous les rapports insistent sur la nécessité d'assurer une formation prioritaire aux segments de la main-d'œuvre dont la situation est la plus précaire sur un marché du travail en pleine restructuration. TVOntario pourrait donc, par exemple, viser les cols bleus et les personnes occupant des métiers dans les industries menacées, et mettre au point une programmation axée sur la réflexion constructive, la résolution des problèmes, l'établissement d'objectifs, etc.

- **Enseignement direct adapté à des secteurs économiques particuliers** : TVOntario pourrait mettre au point une programmation conçue pour certains auditoires cibles, destinée à améliorer les aptitudes dans des catégories d'emploi très larges (électricité, mécanique, systèmes thermiques, etc.) ainsi que dans les techniques de gestion (contrôle statistique des procédés, contrôle de la qualité et fabrication intégrée). Cette programmation pourrait très bien être réalisée et financée en collaboration avec d'autres partenaires, peut-être tel que mentionné dans « *Credentialism : Partnerships for Business Education* » (Planning and Development Research Working Paper 90-6, August 1990).

- **Sensibilisation aux changements technologiques** : TVOntario pourrait réaliser d'autres émissions destinées à informer le public des changements à venir (nouvelles technologies au service des entreprises), à analyser et à interpreter les effets de ces changements, et à donner aux travailleurs des moyens de s'y adapter.

- **Entregent** : TVOntario pourrait offrir à des goupes cibles comme les employés de bureau, les cadres, les techniciens et les manoeuvres une programmation visant l'acquisition d'aptitudes de base, comme savoir lire, écrire et compter, ainsi que d'aptitudes de communication très larges (savoir s'exprimer et écouter, reconnaître la dynamique de groupe et savoir négocier, préparer et rédiger des rapports, par exemple).

- **Sensibilisation du public** : TVOntario pourrait se pencher, dans le cadre de diverses initiatives de programmation, sur des questions et tendances d'envergure mondiale, indiquer en quoi elles sont importantes pour le Canada et l'Ontario, présenter des solutions au problème de la pénurie de main-d'œuvre qualifiée et, au moyen d'un service téléphonique ou d'autres méthodes interactives, renseigner la population sur les possibilités de formation dans toute la province.

- **Prévention** : Vu les liens très étroits que TVOntario entretient avec le monde de l'enseignement, il pourrait réaliser des émissions sur les conséquences d'une interruption prématurée des études (ces émissions brosseraient un tableau réaliste de la difficulté, pour les personnes sans qualifications, de gagner leur vie) et sur d'autres voies possibles de formation.

- **Programmation axée sur les options et les choix** : Les sans-emploi récents ou de longue date constituent l'audience cible pour ce genre de programmation. Une attention particulière serait accordée à ceux et celles que l'évolution du marché du travail a brusquement privés de leur emploi. Les émissions pourraient se pencher sur l'évolution de ce marché et faire connaître diverses possibilités et solutions de rechange aux personnes concernées.

- **Programmation visant un groupe particulier** : Les divers rapports font valoir que les femmes constituent, dans un marché du travail qui rétrécit, une ressource qui n'a pas encore été exploitée. TVOntario pourrait réaliser, à leur intention, des émissions examinant toutes sortes de questions touchant l'équilibre entre les responsablités professionnelles et familiales, les décisions à prendre en cours de carrière et l'identification des aptitudes transférables.

À la fin du rapport, une annexe résume chacun des documents consultés.

INTRODUCTION

A series of recent reports on skills training warn that Canada is facing a skills crisis, citing the increased demand for skilled workers at a time when such workers are becoming hard to find. There is a growing sentiment among labor market observers that training is essential to ensure a supply of qualified workers and strengthen Ontario's ability to compete globally. While there is wide agreement on the need for training, there is less understanding of who is most in need of such training, and what that training should entail.

Planning and Development Research undertook a study of the skills training issue through an analysis of 19 documents published primarily by Canadian and American governments, business, and unions in the past two years.

The value of this presentation is in the synthesis of the target groups for training and the variety of needs ascribed to each group. The needs are categorized under the headings of literacy, communication, awareness, personal and health issues, management, and human resource issues. By following these categories through each target group, we become aware of the overlaps and the unique needs of certain groups. The categories of workers are preceded by statistical analysis of who they are.

The reports are also analyzed for their recommendations on how training should be delivered and the possible sources of funding.

The next section encompasses the results of an investigation into the status of the various initiatives and recommendations described in the documents.

A response to some of the documents' assumptions, approaches, and solutions to the issue of skills training in the nineties follows, with a focus on the potential of TVOntario to respond to the needs that have been identified. Emphasis is placed here on the striking absence of television and video as a viable part of the solution to the training deficit.

The appendix contains abridgments of the major reports consulted and is organized to familiarize individuals with the essence of the vast literature on skills training recently published. Each abridgment includes a statement of the report's focus, a description of the target groups and learning needs; key recommendations; implementation and funding schemes; and if applicable, a mention of any action to date on the recommendations listed.

TARGET GROUPS AND THEIR LEARNING NEEDS

This presentation of target groups and their learning needs is not intended to be read as an exhaustive or definitive inventory since the list has been shaped and limited by what has appeared in the literature itself. For instance, few of the reports looked at trade skills. Rather, they concentrated on literacy, communication, workplace behavior, and management skills.

To facilitate comparisons, the learning needs have been categorized to highlight their repetition among the various groups.

The list is a distillation of the research and thought of hundreds of contributors around the issue of skills training. Together with statistical information provided to describe the major target groups and the appendix containing the abridgments of the reports consulted, the list should provide guidance to management and production teams in developping skills programming at TVOntario. This entire report could be used as the basis for a long-term skills programming plan encompassing virtually all programming sectors.

PEOPLE IN THE WORK FORCE

Ontario

November 1990	Total	Women	Men
Employed	4,868,000	2,226,000	2,642,000
Unemployed	394,000	170,000	224,000
Not in labor force (retired, student, at home...)	2,381,000	1,527,000	854,000

- The majority of Ontarians work in the service sector, which currently accounts for about 68 percent of employment in the province. The sector is growing, with the number of jobs in service industries more than doubling since 1961.
- People employed in other sectors are facing shrinking opportunities; 28 percent of jobs are in the secondary industries, while 4 percent are in the primary industries.
- Currently, every month, about 10 percent of the Ontario labor force changes its employment situation, i.e., changes jobs, leaves the labor force, or becomes unemployed.
- By the year 2000, 55-64-year-olds will be the fastest-growing segment of Ontario's labor force.

Canada

November 1990	Total	Women	Men
Employed	12,403,000	5,579,000	6,824,000
Unemployed	1,217,000	530,000	4 423,000
Not in labor force	6,932,000	4,423,000	2,510,000

- About 70 percent of employment in Canada is in the service sector while 23 percent and 6 percent is in the secondary and primary sectors, respectively.
- Nearly 90 percent of job growth has occurred in the service sector since 1967.
- In 1986, over 40 percent of Canadians leaving jobs in goods industries found their next job in the service sector.
- Every year in the past decade, one in three workers experienced a spell of unemployment or a job change.
- Canada's labor force growth rate is expected to be little more than 1 percent annually in the 1990s.
- The University of Toronto forecasts that total employment in Canada will peak at 15.6 million in 2008 and then enter a period of decline.

Sources: Statistics Canada, Economic Council of Canada, Ontario Ministry of Skills Development, and Employment and Immigration Canada

LEARNING NEEDS

All workers

General literacy, communication, awareness

- Basic skills: reading, writing, and math
- Learning how to learn
- Verbal and listening skills
- Computer literacy
- Awareness of technological developments and the role of technology in the workplace
- Awareness of labor market issues
- Awareness of corporate organization, mandate, and vision
- Cross-cultural awareness

Personal and health issues

- Goal setting
- Enhancement of self-esteem
- Personal and career development
- Improvement of interpersonal and negotiating skills
- Awareness of AIDS and substance abuse

Management

- Understanding of the nature and rationale of teamwork
- Leadership training

Managers, executives, and nontechnical professionals

including degreed workers who have expertise other than science or math, such as lawyers, writers, and teachers

General literacy, communication, awareness

- International business and marketing
- Knowledge of history and culture of other countries
- Awareness of global issues, i.e., current social, economic, and political trends
- Competence in foreign languages, especially German, Spanish, and Japanese
- Technological literacy
- Report writing and English
- Presentation and interview skills

Personal and health issues

- Health/nutrition/dealing with stress
- Balancing personal, social, and professional aspects of life
- Professional upgrading

Management

- Natural resource management, i.e., responsible use of resources
- Business ethics
- Budgeting

- Management styles and leadership building
- Strategic alliance building, i.e., valuing of cooperation to attain work goals
- Motivating and influencing
- Strategic planning
- Time management
- Risk taking
- Delegating
- Brainstorming, i.e., idea-generating techniques

Human resource issues
- Hiring of women, people with disabilities...
- Pay equity

All technical workers

including workers who use principles from the mathematical, physical, or natural sciences in their work

General literacy, communication, awareness
- Principles of new technologies
- New applications of existing technologies
- New product orientation and product updates

Technical professionals and technicians

Management
- Strategic planning and delegating
- Management training
- Materials management
- Auditing of systems and procedures
- Information processing
- Quality assurance
- Performance appraisals
- Health and labor law

Blue-collar workers

General literacy, communication, awareness
- Technological literacy
- Introduction to principles of electricity
- Mechanics
- Computers
- Computer-aided design and manufacturing
- Thermal systems
- Machining
- Engines
- Construction trade skills
- Customer relations

Management
- Troubleshooting
- Statistical process control
- Quality circle techniques

- Integrated manufacturing, including concept development, product design, production, distribution, and marketing

Sales personnel and customer service clerks

General literacy, communication, awareness

- New product orientation and product updates
- Selling techniques
- Presentation skills

Personal and health issues

- Stress management

Management

- Planning and time management

TARGET GROUP

THE RECENTLY UNEMPLOYED

including those who have lost their job because of plant closures, downsizing, and so forth

Ontario

- Over 12,000 workers lost their jobs because of plant closures in 1989.
- Between May 1989 and May 1990, 61,000 or 6 percent of manufacturing jobs disappeared.
- A monthly average of 256,000 Ontarians were unemployed during 1988; half these people had lost their job because of layoffs or other involuntary causes.
- In 1990, the number of layoffs increased 82 percent over those in 1989.
- Older workers who have been laid off from manufacturing jobs have extremely high rates of unemployment, up to 71 percent for those aged 55-64. Their spells of unemployment last more than twice as long as those of workers aged 15-24.

Canada

- In the two-year period since the free trade agreement, 226,000 jobs have been lost.
- It is estimated that 180,000 manufacturing jobs will be lost during the current recession, perhaps half of them permanently. More manufacturing jobs were lost in the 1981-1982 recession; it took until 1989 to recover most of them.
- Men 45 and over experienced, on average, 28 weeks of unemployment in 1989.
- The unemployment rate of blue-collar workers was 9.1 percent in 1989 while the rate for white-collar occupations was 6.1 percent.

Sources: Canadian Labour Congress, Statistics Canada, Canadian Manufacturing Association, Ontario Premier's Council, and Ontario Ministry of Labour

LEARNING NEEDS

All the recently unemployed

General literacy, communication, awareness

- Understanding emerging work concepts such as team building and organizational visioning
- Improving technological literacy: the role of technological innovations in the workplace

Personal and health issues
- Coping with unemployment, including understanding the emotional stages in job loss, being aware of options, planning next career, searching for a new job, and so forth

Blue-collar and technical workers

General literacy, communication, awareness
- Upgrading of literacy, numeracy, and problem solving/analytical skills
- Computer literacy or upgrading
- Broad technological literacy, i.e., not job-specific

Management
- Team work, problem solving, and time management
- Organizational training, i.e., shared corporate visioning
- Handling of hazardous wastes

White-collar workers

General literacy, communication, awareness
- Presentation skills
- General English upgrading
- Business writing (letters, memos, reports)
- Computer literacy
- Customer interaction

Personal and health issues
- Networking techniques
- Tips on entering the hidden job market
- Personal strategic planning/goal setting
- Self-assessment, career planning
- Expansion of skills base and self-marketing
- Health and stress management
- Fitness, nutrition, and relaxation

Management
- Team building, time management
- Orientation to corporate vision
- Conflict intervention/interpersonal skills

Human resource issues
- Affirmative action
- Pay equity
- Health and safety

Older displaced workers	**General literacy, communication, awareness** • Learning about supports such as UIC • Job-hunting techniques, e.g., how to fill out applications, résumé writing • Literacy and numeracy • Technological literacy • Alternative learning approaches, i.e., formal training not always successful **Personal and health issues** • Coping with unemployment • Personal/family budgeting • Organizing time between jobs • Identification of existing skills
Managers and executives	**Personal and health issues** • Networking techniques • Coping skills for dealing with stress • Counselling • Résumés, interviewing skills, self-marketing

PEOPLE WITH LIMITED OR INTERRUPTED WORK EXPERIENCE

including the long-term unemployed, natives, the physically challenged, and sole-support mothers

Ontario

- In November 1990, nearly 400,000 Ontarians were unemployed.
- There were an estimated 533,500 social-assistance recipients in Ontario in March 1988.
- The number of recipients on municipal welfare increased 50 percent, from 111,000 to 166,000 between October 1989 and October 1990. In Toronto, totals increased 68 percent.
- A third of a sample of welfare recipients in Toronto between January and July 1990 had never received welfare. According to a report released by the Metro Toronto Community Services Department in April 1991, 47 percent of recipients needed welfare because they could not find a job; this represents a 13 percent rise over the previous year.
- Lower than average education levels and literacy skills are common.
- There are about 675,000 people of working age with physical, learning, and emotional disabilities in Ontario who do not live in institutions.

Canada

- The number of unemployed peaked in 1983 at 1.4 million. In November 1990, about 1.2 million Canadians were unemployed. The duration of unemployment is 18 weeks on average.
- Single female heads of families have a 10.2 percent unemployment rate, more than double the rate of single male family heads.
- There were an estimated 1,853,000 social-assistance recipients in March 1988.
- About $7 billion in benefits and day-care subsidies were spent by all levels of government in Canada in 1988-1989. Single mothers and their children represent over 50 percent of some provinces' welfare recipients.
- Over one-half of social-assistance recipients in Canada are functionally illiterate.
- People with disabilities make up 25 percent of welfare households in Canada. Up to 80 percent of Canada's 1.8 million disabled of working age are unemployed or underemployed.

Sources: Canadian Labor Market and Productivity Centre, Ontario, Ministry of Community and Social Services, and National Council of Welfare, Statistics Canada

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General literacy, communication, awareness
- Literacy, numeracy, and problem solving skills to lead to more advanced training
- Learning to learn, i.e., critical thinking, analytical skills
- Computer literacy
- Communication skills
- Assertiveness training
- World of work awareness such as appropriate behavior, good grooming
- Combating negative stereotypes in job choices
- Job search techniques and counselling
- Awareness of supports available such as information on training opportunities
- Personalized, learner-centered approaches to training, structured around individual needs

Personal and health issues
- Confidence building/self-esteem
- Life skills necessary to hold down a job, nutrition, paying rent
- Dealing with unemployment
- Personal and family budgeting
- Long-term training that should be marketable, i.e., that leads to job readiness
- Other needs such as income support and social services, and program accessibility in remote areas

TARGET GROUP

WOMEN

Ontario

- Labor force participation by women is increasing steadily. It is estimated that women will account for two-thirds of total labor supply growth between 1990 and the year 2000.
- In November 1990, over 2.2 million women were employed in Ontario.
- Women have education levels equal to or better than those of men. According to 1986 census data, 32 percent of women in Ontario's work force had completed a postsecondary degree program, compared with 28 percent of men.

Canada

- In November 1990, 5.6 million women were employed in Canada.
- Women made up, in 1990, 44 percent of the labor force, up from 39 percent in 1979 and 33 percent in 1969.
- 69 percent of women with children under 16 were in the labor force in 1989; almost two-thirds of women with preschool children worked; and women without children under 16 participated in the labor force at a rate of 53 percent.
- Women are still concentrated in traditional female occupations. According to Employment and Immigration Canada, 152 occupations are 90 percent male-dominated. In 1986, the top three occupations for women were secretaries, bookkeepers, and salespersons. Women are greatly underrepresented in blue-collar jobs.

In 1989, women made up 20 percent of all people employed in primary occupations and manufacturing jobs.

- In 1990, 84 percent of working women were employed in service industries.
- Women represent only 4 percent of apprenticeships in Canada.

Source: Statistics Canada

LEARNING NEEDS

All women

General literacy communication, and awareness

- Attitudinal changes in occupational stereotyping and concept of mobility in labor market
- Awareness of occupational/career options and of skills needed and training available
- Critical thinking and analytical skills

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- Problem solving
- Constructive role modelling
- Technological literacy
- World of work awareness, i.e., how to be effective in a male corporate structure
- Opportunities for professional development and upward mobility

Personal and health issues
- Personal safety, i.e., prevention against assault, abuse, harassment
- Coping skills: balancing family and work responsibilities

Disadvantaged women
(women with few financial or personal support resources)

General literacy, communication, awareness
- Life skills: daily coping skills, goal setting, problem solving
- Basic skills upgrading
- Computer literacy
- Occupational counselling
- Awareness of occupational-career options and necessary skills and training available
- Assertiveness training
- Entrepreneurship
- World of work awareness

Personal and health issues
- Employment preparation
- Self-assessment
- Single parenting
- Short - and long-term planning

Reentry women

General literacy, communication, awareness
- Assertiveness training
- Entrepreneurship
- World of work awareness: changes in work, environments, orientation to corporate visioning
- Occupational counselling
- Identification and transfer of skills developed in homemaking, child rearing, and volunteer work to the work force

Personal and health issues
- Employment preparation, i.e., job search
- Personal health
- Managing/balancing work and family responsibilities

Human resource issues
- Rights and responsibilities on the job
- Human resource issues; e.g., flextime, child care and maternity leave, pay equity
- Professional upgrading/refresher courses

Clerical workers

General literacy, communication, awareness
- Upgrading of computer skills
- Language training: editing, drafting
- Accounting
- Counselling in career options and mobility
- Presentation/interpersonal skills

Personal and health issues
- Stress management
- Health and safety

IMMIGRANTS

including long-term male immigrants, recent female immigrants, and refugees

Ontario

- Nearly half of male immigrants work in the following occupations: manufacturing, clerical, service, sales, and construction.
- 38 percent of female immigrants work in clerical jobs, in manufacturing, service industries, and sales.
- Only 35 percent of adult immigrants to Ontario have 13 or more years of education, compared with 50 percent of other Ontarians.
- According to the 1986 census, participation in the labor force for immigrants was lower than that of non-immigrants, but so was their unemployment rate. (Participation rate: proportion of people in labor force, whether employed or involuntarily unemployed.)

	Participation rate	Unemployment rate
Non-immigrants	69.9%	7.2%
Immigrants	66.8	5.9

Canada

- The two major immigrant groups in the work force are the recent female immigrants and the long-term male immigrants.
- Nearly 60 percent of male immigrants are over the age of 45 (30 percent for the total male work force); and 20 percent have only elementary education (12 percent for total male work force).
- Recent female immigrants represent one of the youngest labor groups: 18 percent have only elementary education compared with 8 percent of the total female work force and 14 percent speak neither English nor French (higher than in any other immigrant group).

Sources: Ontario Premier's Council, Institute for Research on Public Policy, and Statistics Canada

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General literacy communication, and awareness
- ESL training
- Literacy and numeracy
- Life skills, including cultural literacy
- World of work awareness
- Awareness of new job opportunities
- Citizenship training: orientation to laws, and Canadian social, economic, and political issues
- Awareness of training programs

YOUTH

Ontario

In November 1990	Population 15-19	Population 20-24
Employed	336,000	499,000
Unemployed	54,000 (13.8%)	58,000 (10.5%)
Not in labor force	272,000	168,000

- The number of young labor force entrants is declining. On average, between 1990 and the year 2000, there will be zero growth in the number of young Ontarians in the labor force.
- In the 1980s, the number of 15 - 24 year-olds declined by 69,000 and will continue to drop. By the year 2000, this category will make up 16 percent of Ontario's labor force.

Canada

In November 1990	Population 15-19	Population 20-24
Employed	817,000	1,285,000
Unemployed	148,000 (15.3%)	199,000 (13.4%)
Not in labor force	839,000	448,000

- The participation of full-time students in the labor force has risen dramatically from 32 percent in 1979 to 45 percent in 1990.
- Youths 15-24 accounted for 20 percent of the labor force in 1988 but will make up only 17 percent by the year 2001.
- One-third of Canadian youth fail to complete high school, one of the highest dropout rates of the industrialized world. Functional illiterates also make up 17 percent of Canadian highschool graduates. These rates also apply to Ontario. Fifty percent of Ontario college students dropout before graduation.
- University graduates have an unemployment rate almost two-thirds lower than people with less than a grade 9 education.
- In a recent series of international math and science tests, Canadian students ranked near the bottom among 13 industrial nations tested.

Sources: Statistics Canada and Ontario Ministry of Skills Development

Youth in schools

General literacy, communication, awareness
- International awareness, i.e., understanding of the "global village"
- Generic and vocational skills
- Opportunities for girls and young women to enter nontraditional occupations
- Use of resource centres

Personal and health issues
- Goal setting/personal career planning
- Vocational guidance
- Career counselling
- Co-op placements

Dropouts and transient youth

General literacy, communication, awareness
- Generic skills: literacy, numeracy, computer literacy, problem solving, and thinking skills
- Transition to work training: options, career opportunities, alternatives
- World of work training: how to get and keep a job, appropriate work behavior
- On-the-job training, i.e., training with an orientation to the marketplace to allow youth to demonstrate competence
- Consequences of not training/working for women and men
- Benefits of trades and technical jobs, i.e., erasing stigma
- Technological literacy: awareness of current applications and emerging technologies
- Legal literacy
- Consumer awareness
- Citizenship skills

Personal and health issues
- Confidence building
- Personal management: social skills/interaction, personal appearance, using leisure time constructively, management of time and money
- Health and safety

DELIVERY OF TRAINING

The reports that were consulted for this study propose a series of sweeping reforms to change how skills training is currently delivered. There is widespread agreement that delivery modes should be more flexible and responsive to local and regional needs. There is also consensus that business and labor must take more responsibility for training their own workers, with government providing complementary support.

While there is broad support of the need for new delivery mechanisms, there is less agreement in the reports on the nature of training to be provided, who should sponsor it, and where it should be delivered. The diverse opinions are presented in the following sections. The first section summarizes the broad recommendations for training on which business, labor, and community groups were able to reach consensus, and the questions that remain unresolved.

The second section outlines the respective views of business, labor, and community groups on how best to implement training. Four categories of workers are considered — current workers, laid-off workers, the unemployed, and labor market entrants and reentrants. As is evident in the reports, most of the differences in perspective are between business and labor. The delivery mechanisms suggested by community groups tend to parallel those advocated by labor organizations, with the exception of programs for social-assistance recipients.

There are four broad visions of how training should be delivered, represented by business, government, labor, and community interests. Within these four groups, there are obviously differing opinions on specifics. PDR will concentrate on the broad policy directions and general themes that emerge from each of these sectors. The opinions expressed are those of the strong majority in each of the groups.

General Recommendations: Points of Agreement

- The government should shift spending from **passive income support** for the unemployed to more active strategies of job training and skills development.

- More wide-ranging structures are required that would allow business and labor to take over many of the job-training functions of government. The creation of a **tri-level national body** to set national standards on training is the most frequently mentioned delivery mechanism. The board would be controlled by business and labor and have a broad mandate to identify labor market needs and advise the government on delivery of training programs.

- Sectoral and regional bodies should be set up to adapt national and provincial programs to **local needs** and determine spending allocations in their regions.

- Canada's antiquated **apprenticeship system** is in urgent need of reform to meet the changing needs of industry. A national apprenticeship board should be set up to ensure that skills training is the same across the country and to deal with the problem of a shortage of qualified workers in the skilled trades.

- Effective **links** among educational deliverers (colleges, employers, universities, schools, trade unions, community organizations) are needed to provide a progression of services for learners.

- More effective labor market and career **information systems** are needed to make training opportunities more widely known and increase access to services. The most effective delivery mechanism is a centralized, current, on-line database with a comprehensive directory of all government-funded training programs.

- The responsibilities of the **federal and provincial governments** in training should be defined in order to prevent duplication, inefficiency, and client confusion.

- **College programs** should be restructured to allow learners to transfer between programs and to provide more generic skills and exposure to a range of disciplines.

- The government should look at ways of improving **occupational counselling** programs for secondary and postsecondary students, with a view to attracting more youth to careers in the skilled trades.

- **Local training centres** should be established to provide counselling, information, and support services to disadvantaged workers. The centres should be community-based, with flexible hours, and affiliated with public educational institutions. Their role would be to provide one-stop shopping for information on training opportunities.

- Training programs for **social-assistance recipients** should be responsive to the barriers these groups may face. They should be delivered through community agencies that provide motivational training, allow for individualized progress and peer support, and use active learning techniques that encourage participation, questioning, discussion, and hands-on learning.

- A handful of reports mention the potential of **technology** to provide skills training to those groups who have difficulty gaining access to programs, such as social-assistance recipients, people in rural and remote areas, and adult part-time learners (Canadian Labour Market and Productivity Centre, Vision 2000, and American Society for Training and Development).

General Recommendations: Points of Contention

- There is widespread concern about the extent and effectiveness of job training by the **private sector**. Labor is in favor of some form of institutionalized mechanism to stimulate corporate training, while business objects to mandatory training schemes.

- The **nature of the training** to be provided is also unresolved. Business and labor are divided over whether training should be broadly based and learner-centered, as labor favors, or job-specific and employer-driven, which business advocates.

- Labor and business also disagree on **who should provide training.** Employers prefer on-the-job training, while labor prefers that training be delivered through public educational institutions in cooperation with community agencies.

DELIVERY MODES FOR CURRENT WORKERS

Labor's view

Training must be designed to improve the skills of the entire work force, not selected areas. **Affirmative-action programs** are needed to target those groups that experience inequities in the labor market or face barriers to training, such as women, visible minorities, native Canadians, immigrants, and people with low levels of educational attainment.

Training must also be **developmental**, that is, the skills provided must go beyond those needed for a particular job. Training should develop a basis for further learning and add to the individual's ability to adapt to changing working conditions outside the firm.

Training is a fundamental part of the job. Current workers should have **access to training during working hours** with full pay. All training should be carried out with public educational institutions in which labor has a greater voice than it does today. The involvement of public institutions is critical to ensure that skills learned are certifiable and portable. Through the colleges, the federal government can set **standards** for certification and credentials, make sure trainers are qualified, and ensure that the necessary amount of time has been spent to master skills.

Public educational institutions can respond to the needs of diverse learners by providing **more flexible modes of delivery** and time lines for program completion. Community colleges should offer a wider range of preparatory and technical programs as well as facilitate training in workplace and community settings. Greater emphasis on results and competencies rather than time spent in class is encouraged. **Educational credit** should be granted for learning outside the formal educational system. More programs and courses should be delivered off campus, i.e., in workplaces and in the community or through distance education. Government-funded training councils and experimental **community employment centres** should be set up to connect learners and training opportunities at the local level.

Training programs offered by employers should be more **generic** in content and less directed to the specific needs of one firm. More apprenticeship programs and opportunities for paid educational leave are also encouraged to allow workers to upgrade their skills continually. Labor is the foremost proponent of **workplace literacy programs**, eligible for UI funding. Educational delegates should be established in the workplace to link learners with counselling and training opportunities.

The view of business

Business accepts that it must **increase its training efforts**. The main onus is on individual employers to ensure that the mainstream work force is well trained and competitive.

Delivery of training is most effective when employers **consult** closely with workers in planning and implementation of programs. Individual employers and workers must decide together on the best mix between formal and informal training, in-house and institutional training, and general and job-specific training (Canadian Chamber of Commerce, 1990).

As a first step, firms should allocate more **time and money** for training and make human resource development an integral part of their strategic plan. Training and development issues should be given equal weight to business issues, and training objectives should be met by performance reviews (American Society for Training and Development, 1990).

International experience should be drawn upon in designing Canada's labor market programs, as an indicator of what works and what does not work (Canadian Chamber of Commerce, 1990). Countries such as Germany, Sweden, and Japan, which have well-developed training policies, also have good systems of accreditation. International trends also point to a greater decentralization of training, more partnerships between businesses and training institutions, and a heavy emphasis on workplace-based training.

Companies can reduce the implementation costs by combining with other firms with similar training needs. **Collaboration** enables participants to gain a clearer sense of overall skill needs and future trends. **Sector-based initiatives** — whereby employers and employees identify skills needs in their industry and develop a responsive training plan are encouraged. Measures at the industry level facilitate labor management cooperation and allow for tailor-made responses to problems (Economic Council of Canada, 1990). They can also help minimize poaching and spread the cost of training more evenly among firms. **Regional committees** should be established to respond to local needs and train those workers not covered by sectoral committees, such as small-business employees.

The **institutional settings** for training would vary. Programs could be delivered in house, or through community colleges, union-sponsored programs, and private vocational institutes (Canadian Labour Market and Productivity Centre, 1990, Premier's Council of Ontario, 1990). Firms can reduce delivery costs by combining with training institutions or purchasing courses from them.

SKILLS TRAINING FOR DISPLACED WORKERS OR THOSE IN UNSTABLE INDUSTRIES

Labor's view

All displaced workers have the **right to skills upgrading** and retraining. Training should focus on broad-based occupational skills, including theoretical knowledge. **Generic, transferable skills** are preferable to job-specific skills, since it is impossible to predict accurately which set of specific skills will be needed in the future.

The government must play a greater role in assisting displaced and at-risk workers — those in threatened industries or with low levels of education and skills. More **resources** are needed for programs that anticipate adjustment difficulties and provide assistance before workers are unemployed. The government should legislate increased notice provisions for layoffs, offer easier access to training so that laid-off workers can benefit immediately, reform unemployment insurance regulations so that workers can use severance pay for skills development, ensure income support and maintenance, and provide research on job opportunities.

All programs for displaced or at-risk workers should be delivered through **government-financed training programs** run in cooperation with public educational institutions (Ontario Federation of Labour, 1989). **Public training programs** offer public accountability and control, are oriented to learners' needs, not the short-term bottom line, and are unlikely to limit the scope of training. In contrast, workplace-based training rarely includes a problem-solving component, and thus reduces the likelihood that skills learned will be transferable.

The view of business

In order to cope with a critical shortage of skilled labor, industry must make a concerted effort to retrain workers whose skills have become obsolete. The private sector should develop more **in-house training programs**, focused on literacy, numeracy, and problem solving, in cooperation with government. **Employer-based training** is preferable to classroom-based learning because training can be tailored to employers' needs; costs are reduced, and rewards are immediate and tangible.

Sectoral training initiatives, in-house team instruction, and union-management training programs should be explored, with the focus always on **equipping workers for the future**. The government should give active financial support to efforts by industry to set up its own training centres.

At the community level, apprenticeships and other forms of cooperative skills development must be greatly expanded. **Industry-education councils** should be set up to design and deliver training programs that meet the skill requirements of the community. Businesses should hold local workshops and seminars to communicate their needs and assist in the development of human resource plans and training programs.

SKILLS TRAINING FOR THE UNEMPLOYED

Labor's view

Governments should provide the locations, programs, and instructors for disadvantaged persons in need of basic skills upgrading in literacy, numeracy, and problem solving. (In the absence of federal training programs, it is doubtful whether the private sector would provide training for low-income or unemployed workers). Other **government responsibilities** include making information on labor markets, training, and job vacancies more widely available, providing income

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support to allow the unemployed to take advantage of opportunities, and providing outreach, encouragement, and affirmative action for those normally not selected for training programs.

Labor urges that training be delivered through **institutions** shown to be highly effective in responding to the needs of adult learners. Greater use should be made of the colleges, local boards of education, and grassroots groups in delivering skills training to disadvantaged groups.

Local training and education centres should be established with community colleges to provide the unemployed with a one-stop shopping centre for employment and training information. The centres should have flexible hours and be staffed with advocates who can help individuals find their through the education-training system. (Ontario Federation of Labour, 1989, Social Planning Council of Metropolitan Toronto, 1989, the labor task force of the Canadian Labour Market and Productivity Centre, 1990).

The community perspective

The government should target programs at those groups most at risk of long-term unemployment, such as individuals with low levels of educational attainment, single heads of families, and laid-off workers. Programs should be **pro-active**, that is, they should be preventive in nature. Responsibility for providing support in the form of free courses, training allowances, and day-care services should rest with the government.

Greater use should be made of community groups in delivering programming. **Community-based agencies** have built up expertise in meeting the needs of specialized clients, such as social-assistance recipients. Community colleges, local boards of education, and local community groups can provide a relaxed, nonthreatening environment for skills upgrading.

Programs should allow for **maximum use of varied delivery methods** (speakers, videos, and other multimedia equipment). The goal is to provide continual support and to ease attitudes of failure and inadequacy common to many social-assistance recipients.

New approaches made possible by **satellite television** and **computer technology** should be used to provide more options to those who have traditionally been underrepresented in training programs.

Long-term training and in-depth reskilling should be emphasized to prepare individuals for continued flexibility in the job market. Programs should focus on giving people the **tools to cope with change in the future.**

More **bridges** are needed to make it easier for those on social assistance to progress smoothly through a series of upgrading programs, from basic skills training to life skills training to job-specific training.

It is vital that community groups and representatives of the educational community have sufficient representation on national, regional, and local labor market boards. The expertise and **input of community groups** are essential to ensure that programs are responsive to local needs.

The view of business

The **government** should retain its **responsibility** for providing the unemployed with basic skills upgrading. It should also provide income support, training allowances, and job search information to this group. Training programs should include ways of breaking down barriers to employment in the skilled trades. The government should promote training and education focused on manufacturing, science, and technology.

Training for the unemployed should continue to be provided through existing **institutional systems**, such as community organizations, local school boards, and community colleges.

However, **the private sector** should have more **input** into programs to ensure that the skills learned are closely linked to labor market needs.

Labor's view

The skills taught in the education system should be **generic**, not job-specific. Students should be offered a range of choices, i.e., there should be no dead ends. There should be an end to the practice of streaming, which limits educational options for working-class children.

Skills training for labor market reentrants should be as **personalized** as possible to meet the needs of people in varying circumstances. All programs should be provided in conjunction with public educational institutions. Effective **partnerships** are needed among groups (colleges, employers, universities, schools, trade unions, the community) to provide learners with an educational ladder and the opportunity for continuous progress.

Apprenticeship programs, which combine elements of on-the-job training with new-entrant training, should be encouraged. The government should establish affirmative-action programs to target women and minorities as potential apprentices and urge employers to undertake apprenticeship training. Guidance counsellors should steer more youth into apprenticeships and encourage careers in the skilled trades.

The view of business

Employers and educators must develop links and become more **accountable** to each other. Educators should involve business in curriculum development, while employers should communicate their changing skills requirements to the schools.

Schools and businesses must work together to provide students with **vocational alternatives**. More apprenticeship programs must be offered to provide reentrants with opportunities for skills development. Individual businesses should expand the occupational coverage for **cooperative education** in their organizations, and consult with educators to improve the image of vocational occupations. Affirmative-action measures should be created to encourage women to pursue traditionally male-dominated occupations.

Employers have a large role to play in making **career opportunities** in business **more attractive** to students. At both the local and the regional level, business should be more involved in influencing and financing technical and scientific programs in colleges and universities. Industry could help the colleges market their technical courses, and provide scholarships for occupations where skills shortages are severe.

Business also proposes a number of measures to raise the skills of labor market entrants, such as a **core curriculum** for the secondary schools, mandatory study of math and science until grade 10, and provincial achievement testing.

Teacher training must be revamped to incorporate changing curriculums, new technologies, and new teaching methods. More opportunities for professional development are recommended to allow teachers the time to learn from each other.

SOURCES OF FUNDING

The federal government has been trying to shift more of the costs of training to the private sector, yet few gains have been made. Canada trails its competitors in private-sector spending on training. Employers here spend about $1.4 billion annually, less than half the amount the U.S. spends per employee. Our private sector has traditionally viewed training as a cost, rather than as a long-term investment in human capital.

This raises the question of what kind of "triggers" can be used to stimulate training in a firm. Many studies point out that the voluntary approach to training has failed in the past. Increasingly, there are calls for some kind of universal mechanism to ensure that private-sector funds are available for training. A variety of measures have been considered, but the most frequently mentioned is a **tax-based scheme** to stimulate skills development among individual firms.

- A **training tax** of one percent could be payable by companies that do not provide a base level of training to employees. This would create a financial incentive for employers to train, as well as generate a pool of funds to finance training to fill gaps in company-sponsored initiatives. The major drawback to a mandatory tax is the vast bureaucracy it would entail. The business task force of the Canadian Labour Market and Productivity Centre, the Premier's Council of Ontario, the Economic Council of Canada, the Canadian Chamber of Commerce, and the Massachusetts Institute of Technology oppose the idea of an industry-wide tax. The tax is supported by the Ontario Federation of Labour and the American Society of Training and Development, which recommended a national target of two percent of payroll.

- The Economic Council of Canada recommends a shift from unemployment insurance to an **employment insurance fund** that the jobless could draw on for income support as well as for skills development and counselling. The government would cover the options of the fund that have social benefits for all Canadians, such as the direct costs of counselling and training. The employer and employee contributions would be applied toward income maintenance.

- **Earned educational leave** for workers, whereby employers would be compensated by tax credits to pay for hiring replacements, is supported by the Social Planning Council of Metro Toronto, the business and labor task forces of the Canadian Labour Market and Productivity Centre, and the Economic Council of Canada.

- **Individual training accounts** — interest-bearing savings accounts to which both employer and employee contribute voluntarily on the basis of worker earnings — are widely recommended. Both employers and employees would receive tax deductions for their contributions and the fund would be tax exempt if used for training. The business task force of the Canadian Labour Market and Productivity Centre, the Economic Council of Canada, the Canadian Chamber of Commerce, and the Social Planning Council of Metropolitan Toronto favor this scheme.

- **Registered education and training savings plans**, modelled on RRSPs, are also encouraged. Withdrawals would be tax exempt when used for education and training. This was suggested by the Canadian Chamber of Commerce and the business task force of the Canadian Labour Market and Productivity Centre.

- An **employment tax credit program**, whereby the federal government subsidizes the employment of disadvantaged workers who require training, is put forward by the Canadian Chamber of Commerce, the Grandpré Council on Adjustment, the American Society for Training and Development, the Social Planning Council of Canada, and the Economic Council of Canada.

- A **labor adjustment fund**, into which business would put aside 25 percent of pretax profits during periods of economic prosperity to be used for training in periods of recession or economic change, is recommended by the Social Planning Council of Metropolitan Toronto and the American Society for Training and Development.

- A **national training tax credit scheme** called for by the Canadian Chamber of Commerce and the American Society for Training and Development. As envisaged, the tax would be applied and administered by the federal government and levied on all corporations. The employer would be compensated for as much as 80 percent of the cost of training. However, compensation would apply only in cases where an employee, after receiving training, voluntarily leaves for a new job.

- **Sectoral training funds**, modelled after the recent initiative in the electrical and electronics manufacturing sector, are viewed as the most promising incentive for increased private sector training. Training funds could be financed by contributions from workers, employers, and governments and used to stimulate training and upgrading efforts in specific industries. The fund would be administered by a Sectoral Council with labor and management representation and participation. Sectoral initiatives are endorsed by the Premier's Council of Ontario, the business and labor task forces of the Canadian Labour Market and Productivity Centre, the Economic Council of Canada, the Grandpré Council on Adjustment, and the Social Planning Council of Metropolitan Toronto.

All the reports stress that **stable federal funding** is essential to allow public training institutions to implement effective training.

ACTION TO DATE

Federal

Federal government expenditure on training rose 6.4 percent from 1987-88 to 1989-90. But in the same period, training expenditures as a share of gross domestic product fell from 0.19 percent to 0.17 percent (*Financial Post*, 9 February 1991). In addition, the government has reduced purchases of apprenticeship programs and seat purchases for institutional training. It has not yet followed through with adjustment programs to help workers who lost their jobs because of the free trade deal with the U.S.

However, there are some hopeful signs. On 14 January 1991, Ottawa announced the establishment of a national advisory board to set priorities for training workers. The board will be charged with responsibility for identifying labor market needs and advising the federal government on the design of training programs. It will be made up of representatives from business, labor, education, and community and social-action groups. Gerard Docquier, national director of the United Steelworkers of America, and Laurent Thibault, president of the Canadian Manufacturers Association, have been named as co-chairs of the training board. Names of the other board members have not been released but that announcement is expected soon, and the board will start its work this summer. To date, no budget has been established.

Quebec has refused to participate, arguing that training is exclusively under provincial jurisdiction. Union and business groups in Quebec support the province's demands for full powers in the field of job training.

The new board arose from recommendations made last July by the Canadian Labour Market and Productivity Centre. The centre recommended that the training board be composed of 22 members: eight representatives of national labor groups; eight members from national business organizations, two education representatives, and four members from national groups representing women, visible minorities, aboriginal people and people with disabilities.

In November 1990, the first job-training programs using funding from reforms to the Unemployment Insurance Act were announced. Ottawa plans to provide $1.7 million for training and community economic development to help Elliot Lake and nearby northern Ontario communities, which have been hard hit by layoffs in the mining industry.

There are no plans for a training tax or compulsory contribution to pay for training programs, as organized labor and the Grandpré Council had recommended. However, Barbara McDougall, minister of Employment and Immigration, has urged Canadian companies to double their training budgets by 1994. If they do not, the federal government has said it will consider a training tax of one percent of payroll to be levied on firms that do not invest enough in training.

Provincial

At the provincial level, recent initiatives undertaken by the NDP government indicate that attacking the root causes of poverty is a major priority. It is less clear where training lies in the reform agenda. A task force is looking at the creation of a provincial counterpart to the national training board, but more discussion has been called for to determine who will be represented on the board and what its powers will be. The Ministry of Labour, the Ministry of Trade and Technology, and the Ministry of Skills Development are actively considering the recommendations on skills training made by the Premier's Council of Ontario.

The NDP restructured the Premier's Council in February 1991 with the announcement of two new administrative bodies. The Premier's Council on Health, Well-being, and Social Justice will focus on equity and social-justice issues, while the Premier's Council on the Economy and Quality of Life is committed to sustainable economic development.

The Ministry of Labour announced a $32 million aid package for up to 25,000 laid-off workers in January 1991. The funding will go toward the creation of labor management adjustment committees that will provide training, job search skills, and family counselling to laid-off workers; language and literacy programs for the unemployed, and a wage protection fund. The wage protection fund will come into effect in the spring of 1992, and will cover back wages and vacation pay for people who lose their jobs without notice because of business failures. The NDP government is also pressing the federal government to extend its older-worker adjustment programs to garment workers in the wake of layoffs in that industry. However, none of these adjustment programs stems directly from any of the recommendations made in the reports consulted for this study. According to the Ministry of Labour, these measures reflect the ongoing concern about displaced workers in the province.

The private sector

Public policy initiatives that rely on the private sector to take responsibility for training seem likely to fail, given industry's track record. About 75 percent of companies surveyed for a 1987 Statistics Canada study provided no formal training for employees, i.e., no skills development that has an identifiable plan and structure. In total, employers in Canada spent about $1.4 billion on training, 0.3 percent of gross domestic product — or half of what is spent in the U.S. per employee. Those firms that do provide training do so mainly to meet their short-term needs that tend to be job-specific. Very little formal training occurs in small and medium-sized firms.

However, several sectoral initiatives have been launched to train at-risk workers in unstable industries. The most encouraging is a landmark agreement to promote and fund worker training initiated last July by employers and unions representing workers in the Canadian electrical and electronics industry. The industry employs 180,000 workers and accounts for more than 25 percent of all research and development in Canada. After months of talks, employers and workers agreed to form a Skills Council made up of equal representation of business and labor. The council will create and operate a training fund for the entire industrial sector, with the aim of spending one percent of industry's total payroll on training. The cost of the fund will be shared by workers (25 percent), employers (25 percent), and government (50 percent).

The Canadian Steel Trade and Employment Congress (CSTEC) has retrained more than 1,000 unemployed steelworkers across Canada since 1988. CSTEC begins implementing adjustment measures as soon as a steel company closes a mill or announces a layoff. Displaced workers receive counselling and guidance on training and educational opportunities and receive financial aid to cover part of the costs of upgrading programs.

A survey by the Conference Board of Canada in the fall of 1990 found that larger companies are spending more on training, with an average of $475 a year per employee. This figure is much higher than any other Canadian research has shown. A 1987 federal government study found that Canadian companies spend only $140 a year per employee. The

Conference Board survey also found that the money Canadian companies spend on training goes for salaries of training staff. Managers and executives are still receiving more training than sales staff and tradespeople. Many large companies, such as Xerox Canada Ltd. and IBM Canada, are making great strides in developing new programs. There are also promising initiatives in the United States. Ford Motor Co. and AT & T, for example, have formed partnerships with unions to build joint training centres.

THE CONTRIBUTIONS OF EDUCATIONAL BROADCASTING

There is almost no discussion of alternatives to the traditional mode of instruction — stand-up classroom delivery — that typifies most training programs. The possible role of educational television in translating training objectives into workable programs is overlooked by virtually every report.

Television is a key player in many provinces' networks of educational institutions. Educational broadcasting can reach across barriers of time, distance, mobility, and financial constraints to provide equitable access to training for learners in varying circumstances.

If the authors of the reports had considered the role of educational television in skills training, the following would have been realized:

MOTIVATION

Increasingly, individuals must take more responsibility for managing their own learning and career development. Educational broadcasting can increase the success of self-study programs through the provision of highly motivational and stimulating learning materials that allow for **self-paced instruction**.

The ubiquity and familiarity of the technology of television can be an asset in the delivery of **generic and transferable skills**. Television can present decision making and problem solving in their real-world contexts and thus facilitate the link between generic skills and actual job requirements.

Educational television can be a powerful tool for persuasion and mentoring.

FLEXIBILITY

The need to ensure **flexibility** in program delivery figures prominently in all the reports. Educational broadcasting can ensure **equity**, specifically for individuals not able to participate in the more rigid schedules of formal educational institutions or for those not able to have on-the-job training, specifically, the adult part-time learner.

BEST COPY AVAILABLE

The educational system has not explored the full potential of technologies to provide individuals in remote or rural communities with **distance educational opportunities**. Educational broadcasting can provide a wide range of training options to a rural clientele that has traditionally lacked such opportunities.

ACCESS

The reports emphasize that college students today are older, come from a variety of racial and cultural backgrounds, are likely to be working part time or full time, and may have a range of adult responsibilities. They need a convenient alternative to traditional classroom instruction. Educational broadcasting, in cooperation with Canadian universities and colleges, offers a cost-effective means of delivering **higher education** credit courses to students at home or in the workplace through direct broadcast by satellite and video.

AWARENESS

The reports contain little in the way of effective strategies to **combat negative attitudes** to careers in skilled trades and technologies. Educational broadcasting can help make technological education a more attractive option through programming that moves beyond stereotypes and conveys the challenge and excitement of technical careers.

The reports identify personal health issues as an emerging need for all workers. Educational broadcasting has the potential to **sensitize** viewers and educate them in an array of health-related concerns, such as the impact of AIDS and the problems associated with alcohol and drug abuse in the workplace.

The daily news is full of stories about the precarious economic climate and upheavals in the workplace. Educational broadcasting can go far beyond the mainstream media's focus on plant closings and layoffs through programming that shows people successfully **coping with change**. This kind of programming would encourage and inspire people to face the future.

DIRECT TEACHING

The reports stress that **ongoing training** will be imperative for all occupational categories. Educational broadcasting can meet this need through delivery of highly specialized instructional materials for narrowly targeted audiences.

Many of the reports conclude that the supply of qualified technologists and engineers must be increased. Educational broadcasting can respond to pressures for **advanced technical training** through collaborative ventures with the colleges and industry in the design, delivery, and funding of technical degree programs. In the U.S., for instance, advanced engineering and technical-degree programs from recognized universities have been delivered via satellite to workplaces.

Certain generic business skills are an abiding priority for those companies committed to human resource development. Because of its capacity to show people interacting, educational broadcasting can be used to teach the kind of **interpersonal skills** in management, supervision, sales, and customer service that are increasingly important in today's job market. Television is a powerful medium for holding attention, which makes it a useful way to teach any kind of procedure.

Teacher training has been identified as a major need, particularly for using technology in the classroom. Educational television could apply its expertise in the use of technologies in education to ensure that teachers/instructors/trainers learn to integrate technology in teaching practices and improve their media literacy.

Educational broadcasting can provide teachers with a convenient means to update their **credentials** and their skills, and learn about new trends in education, without ever leaving the classroom.

OPTIONS

All the reports emphasize that ways must be found to reduce Canada's dropout rate. Educational broadcasting can help meet this need through programming that takes a realistic, non-judgmental look at the options for early school leavers. Programming can also be used to demystify postsecondary studies and teach **life management skills** to students aiming for higher education.

Many people are bewildered by the rapid pace of economic change and fearful of the future. Educational broadcasting is well positioned to confront a range of issues about jobs and people, through studio discussions on the implications of a changing labor market. Television documentaries on **work-related issues** could be combined with follow-up phone-in viewer interaction and community television broadcasts.

INFORMATION

A recurring theme is the lack of accessible information about the array of training programs currently offered by the government and the private sector. Educational broadcasting could develop and maintain an **inventory of educational opportunities**.

SUPPORT

Labor market changes are creating similar training needs for people throughout the country. Educational broadcasting can serve as an agent of community development and provide support and encouragement for individuals most affected by structural changes in the economy. The resources of television can be used to **link learners to programs** and services in their local communities that can provide further assistance.

A pressing concern in all the studies is the fact that many learners lack the basic skills needed to undertake more advanced training. One in six Canadians is functionally illiterate, and 17 percent of highschool graduates have inadequate literacy skills. Educational television can provide **literacy opportunities** to adults through programming that allows people to learn in a safe non-threatening environment.

STANDARDS

The reports underscore that the training challenge is so great that one educational system alone can't answer it. Educational broadcasting can cosponsor industry or workplace training with local associations, employers, and unions. These arrangements would involve sharing of costs, resources, and expertise in delivery of training to workers. The advantages for employers are reduced training time, reduced travel costs, improved **consistency and reliability**, and greater availability of training.

Educational broadcasting can supply **high-quality** training materials that can be used universally and disseminate current information on learning strategies, training technologies, and best practice.

EQUITY

The reports underscore that by the year 2000, women and minorities will make up a large share of new entrants into the labor force. Educational broadcasting in this area can promote **multicultural understanding** and instill values of **gender equality.**

ENRICHMENT

Educational broadcasting can enrich the curriculum and expand children's worlds by offering the vicarious experience of people, places, and subjects otherwise inaccessible to students.

Television can respond to the need for captivating math and science curricula through programming that presents math and science concepts in motivating, real-world contexts.

IMPLICATIONS FOR TVONTARIO

There are specific areas in which TVOntario could become involved to fill gaps or to provide alternatives to current skills-training programs. Some of these streams of programming have already been developed. In light of the current demand, more programming or series with different target groups could be produced.

GENERIC SKILLS PROGRAMMING

- Above all other kinds of training, the literature stresses the need to train workers and potential workers in generic or transferable skills that allow people to continue learning, on and off the job, throughout their lives. These include language and communication skills, math skills, learning and thinking skills, interpersonal skills, and basic technological literacy.
- Given that virtually every type of worker is said to require training in generic skills, the role TVOntario could play is clear. Educational broadcasting can reach wide audiences and deal with common training needs in a cost-effective way that no other provider can.
- The nature and relative importance of generic skills as the subject of programs can be further defined to respond to the particular needs of individual target groups.
- Although any number of groups can be targeted for generic skills training, the literature stresses the need to reach individuals most at risk of being affected by changes in the labor market. TVOntario could focus for example, on blue-collar and technical workers in industries facing the most upheaval. Programming could be developed for these workers on creative thinking, troubleshooting, goal setting, and so forth.

DIRECT INDUSTRY-SPECIFIC TEACHING

- This stream of programming is intended for narrowly targeted audiences.
- Specific industries could be provided with skills programming linked to broad occupational groups. The literature has outlined the need for introductory courses in electricity, mechanics, thermal systems, machining, engines, construction trade skills, and so forth.

- Training in management techniques such as statistical process control, quality circle techniques, and integrated manufacturing has also been stressed.
- It would be essential for TVOntario to explore such programming ideas with partners who would assist in development (perhaps funding), and who would promote the series in the targeted groups. Examples include automotive, construction, and electronics industries.
- More formal partnerships could also be developed as outlined in *Credentialism: Partnerships for Business Education*, Planning and Development Research Working Paper 90-6, August 1990. TVOntario could link up with business education providers and accreditors to improve access to business education for individuals in remote areas or with schedules that do not match formal institutional arrangements.

TECHNOLOGICAL AWARENESS

- Although TVOntario has explored the issue of technology in the work force in the past, various programming sectors must continue to deal with the issue and its many facets.
- Effort must be directed at informing the public of changes to come; interpreting current changes and impacts on individuals' lives; arming these individuals with the tools to keep upgrading skills and general awareness; providing specific programming on various technologies including, for example, computers — what's in, what's coming, what it's going to mean, what to do about it.

INTERPERSONAL SKILLS

- Basic literacy and numeracy skills delivered through television, with careful attention to proposed audience, instructional design, and learner support, could provide important resources for workplace and at-home learning.

- TVOntario could also play a strong role in producing programs that deal with broader communication skills such as verbal and listening skills, interpersonal and negotiating skills, report writing, and business writing.

- Key target groups include clerical workers, management, and technical workers and laborers.

PUBLIC AWARENESS

- The general public as well as workers at risk in industrial and retail sectors could be targeted for programming that interprets what is meant by "economic restructuring" and other popular catchwords. This programming could expand understanding of the solutions to the skills crisis and raise individuals' awareness of the need for concerted action to make changes in their own lives.

- In support of individuals wanting to explore avenues for training, special programs could outline training options in the province. Hot lines or other resources could provide the audience with more in-depth information.

- Business people in particular and the general public could be targeted for programs dealing with global issues, including current social, economic, and political trends, international business and marketing, or even the history and culture of other countries set in a context of a global marketplace. Emphasis would be placed on what these global issues mean to individuals in Ontario and Canada.

PREVENTION

- The fact that TVOntario has such a strong connection to the school system in Ontario and potentially across Canada means that important inroads could be made through television to reach children and youth. Programming could illustrate the consequences of not pursuing an education, and present a realistic portrait of what it is to survive in the current labor market without adequate marketable skills. Programming could also provide suggestions for alternative education plans, including schemes for leaving and returning to school, apprenticeships, and cooperative education.

- Programming could also be developed to help make technical trades more attractive in an effort to encourage students to focus on science and math courses. Girls and boys could be introduced to nontraditional occupations to counter the limiting effects of stereotyping. Television could be effective in providing role models.

- Another target in this stream of programming could be teachers. Discussions on techniques to make science and math more attractive to students, or on ways of imparting effective generic skills could help teachers prepare students for life and the labor market of the nineties and beyond.

PROGRAMMING TO PROVIDE OPTIONS AND CHOICES

- The audiences for this kind of programming are the recent or long-term unemployed, with particular attention to people who experience sudden involuntary job loss because of changes in the labor market.

- This kind of programming would focus on teaching coping skills and outlining what is involved in job loss and unemployment. Emphasis would be placed on validating the emotional stages a person goes through when laid off and unable to find another job.

- In addition to exploring the trauma of job loss, help could be provided to family and friends to support the person who is unemployed, for example, profiling sources of community support.

- Programming could also be developed to describe the steps involved in finding a new job, including goal setting, identification of skills, and résumé writing.

- Two diverse audiences could be reached with this kind of programming: clearly the most visible group includes victims of plant closures or plant restructuring, while another group to consider would be managers and executives who experience similar emotional reactions to job loss but require different job-hunting skills, for instance, professional networking.

NARROWCAST PROGRAMMING

- As women are identified in the literature as a significantly untapped resource to help reduce the shortage of skilled workers, TVOntario could produce programming specifically targeted at women.

- Particular needs of women not dealt with in the other streams of programming suggested include: the need for attitudinal changes to combat occupational stereotyping and relative immobility in the labor market; constructive role modelling; training options; awareness of how to be effective in male corporate structures.

- For reentry women, the need to identify and transfer skills developed in homemaking, child rearing, and volunteer work is pointed out.

CONCLUSION

The reports' policy prescriptions for education and training are remarkably similar in outlook. They warn that unless far-reaching changes are made in educating and training workers, Canada will be plagued by unemployment and an uncompetitive labor force. In addition, the private sector must contribute much more than it has so far to human resource development. Recommendations range from the establishment of new private-sector advisory boards to the creation of wide-ranging structures that would allow business and labor to take over many of the training efforts currently controlled by the government.

There is an urgent tone to much of the literature, a sense that we are in a race in which we may be left behind. A great deal of emphasis is placed on the role that human resources play in competitiveness and economic growth. Less attention is paid to the role of training in enabling workers to have more control over their jobs and their work lives.

The reports underscore that we need to create an environment in which continuous skills building is the norm. There are few concrete recommendations, however, on how to translate the goal of lifelong learning into a reality. The main barrier to improved labor market programs is a lack of will in the private sector to pay for training. Employers in Canada have traditionally shown little interest in taking more responsibility for training and upgrading workers, and the level of training does not appear to be significantly increasing. Without greater commitment to training by business, the prospects of developing a more skilled work force are poor.

The inability of business and labor to reach a consensus on the range and purpose of skills training is the second major obstacle to improving the quality and skill level of the work force. Debate centers around three questions: Who should pay for and deliver training? Should training be voluntary or mandatory for companies? What should be taught? At present, these differences between business and labor are so profound that implementing any of the sweeping reforms presented in the literature is likely to be forestalled. A system with clearly defined rights and responsibilities, that specifies who will regulate, deliver, and pay for training, is urgently needed.

APPENDIX

ABRIDGMENTS OF RECENT DOCUMENTS ON SKILLS TRAINING

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INTRODUCTION

In the past two years a series of reports have emerged, all stressing the need for improved job training in Canada, the United States, and the world. The following abridgments are based on 19 documents that focus on skills training. These sources were chosen by PDR to reflect a wide range of perspectives, and include documents published by federal and provincial governments, business and labor organizations, and think tanks in both Canada and the United States.

The reports outline the needs in both the private and public sectors with respect to training priorities and delivery of programs. Despite differences in tone and perspective, the policy prescriptions issued by the reports are remarkably similar. All of the studies indicate that Canada needs a new labor market strategy, to provide long-term training programs that will help workers meet the competitive challenges of the future. The most comprehensive examination of a new training model is documented in a report titled *The Canadian Labour Market and Productivity Centre Task Force on the Labour Force Development Strategy*, commissioned by the federal government. A three-volume study by the American Society for Training and Development is also pivotal to an understanding of new directions for training.

It should be emphasized that the abridgments have been shaped and limited by what has appeared in the reports. The contradictions, biases, and lack of consensus found in the reports are thus reflected in the summaries. There may be disagreement with the weight or interpretation given in the summaries, or disagreement with the inclusion or omission of issues. While PDR is responsible for the summaries of the papers, the opinions and recommendations are those of the authors of the studies.

VISION 2000: QUALITY AND OPPORTUNITY. Ontario Council of Regents for Colleges of Applied Arts and Technology, May 1990

FOCUS

This study explores how Ontario's 23 community colleges can improve their service to students. It argues that the colleges have failed to provide the right mix of education and technological skills needed in today's economy. They have focused on providing students with narrow, job-specific skills at the expense of generic skills that prepare students for work in any field.

The report warns that unless the colleges respond to pressure for changes, they will be overtaken by them. The colleges, faced with a 50 percent dropout rate, should revamp their programs to put more emphasis on general education and generic skills, as well as introduce system-wide standards and program review to enhance respect for college credentials. The new goals are **assuring quality** and **enlarging opportunity and access.**

TARGET GROUPS AND NEEDS

All Students

College students today are older, and the majority work while at school. A growing number come from diverse racial and cultural backgrounds. Women now constitute a majority of the students, but are still concentrated in traditional occupational fields.

College students require a portable, expandable skills base to succeed in today's fast-changing marketplace. A strong foundation in generic skills is the key to mastering changing technologies, changing environments, and changing jobs. Such a base enables graduates to update or upgrade skills with ease and to shift between jobs with different skills requirements. Without transferable skills, workers risk becoming trapped in a particular job.

Generic skills are practical life skills that help to assure personal and career success. They include language and communication skills, computation skills, learning and thinking skills, interpersonal skills, and technological literacy. The intention is to encourage students to know and understand themselves and to enable them to cope with change in all aspects of their lives.

Adult Part-Time Learners

An estimated 560,000 students have returned to college after some time in the work force, and now outnumber full-time postsecondary students by almost six to one. Despite their increasing numbers, these students have been relegated to peripheral status. Many have family and work responsibilities, yet they do not have the variety of course selection or support services that are available to full-time students. The overwhelming number of college courses are classroom-based and time-defined.

In addition, those learners who have been away from the educational system for years or who have credentials from outside the province may not have their knowledge and skills recognized. There is no equitable system for evaluating the prior learning experience of college entrants.

These students need to be able to take courses on a flexible timetable and in off-campus locations to meet their family and work responsibilities. Students should be able to earn credit in places and ways that suit their individual needs. These needs can be met with varying educational methods, off-campus teaching locations, and innovative approaches to delivery of programming. Credentials should be based on outcomes, rather than on the number of weeks spent in a classroom.

Adult learners need to be provided with career education that improves their chances of employability and furthers personal development. A college education should leave graduates better able to communicate, calculate, take initiative, think critically, communicate effectively, and participate in society as informed citizens.

Disadvantaged Students

Students without a solid academic background are at high risk of dropping out. They need English as a second language, basic math and literacy, problem solving, computer literacy, and life skills.

College Teachers

By the year 2000, more than one-fifth of the present teachers will be 65 or older, and by 2005, about half of the current teachers will have retired.

Educators need leadership skills, human-resource development, and career development. External work experience, job exchanges, and international exchanges can help them gain knowledge of new instructional methods and other cultures, and enable them to bring an international perspective to the classroom.

Women

Women compose 45 percent of Ontario's labor force. However, they earn only two-thirds of what men do, are more likely to work part-time than men, and are underrepresented in management, administration and technical occupations. They are clustered in occupations that are low-paying and vulnerable to the impact of technological change, such as clerical work, health sciences, and community and social services.

Women make up over half of college enrollment. The colleges can play an important role in expanding opportunities for women, especially by encouraging women to enter nontraditional occupations. Certain groups of women, such as sole-support mothers living below the poverty line, may require support services to enable them to attend college. They need life skills, pre-employment training, and awareness of nontraditional occupations. They also need more support services, especially child care, to take advantage of training opportunities; specialized counselling, and outreach and bridging programs to break down barriers that discriminate against women.

Persons with Disabilities

There are 937,000 adults with special needs in Ontario, or about 13 percent of the province's adult population. About 18 percent have postsecondary education, compared with 33 percent of the rest of the province's adult population. They need training that accommodates their diverse learning styles (not specified). They also need supports, technical aids, and bridging programs to the workplace.

Aboriginal Peoples

The participation rate of natives is only about half that of non-native population. Natives also have lower participation rates in the labor force and average salaries that are well below that of non-natives. Training programs must be sensitive to their languages and cultures.

Francophones

Francophones account for 5.5 percent of Ontario's population. Traditionally, their participation in postsecondary education has been half the rate of anglophones. In 1986, francophones represented 4.6 percent of postsecondary enrollment. Fewer than two-thirds were studying in French-language or bilingual programs.

Francophones in Ontario need opportunities for linguistic and cultural affirmation.

Diverse Racial and Cultural Groups

People from diverse racial and cultural backgrounds may be discriminated against in the workplace, and often do not have the same opportunities as others in the job market. Many also find it difficult to enter college programs and have little information on training programs. Many recent immigrants have technical, professional, or trade expertise, but find that their credentials are not recognized here. An increasing number of immigrants do not have proficiency in English or French and have little formal education.

Members of these groups need language training, coupled with the assurance that their culture and heritage will be respected. They could also benefit from citizenship training to enable them to feel part of local, national, and international debates on current affairs. A knowledge of contemporary issues facing all Canadians, such as the environment, the Constitution, and political change is needed.

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Youth

A growing proportion of highschool graduates do not seek further education. Of those completing grade 12, fewer than a fifth enroll directly in college. One of the greatest barriers to further education is a lack of information about college programs and educational opportunities.

Youth in secondary schools need better knowledge of college programs and the careers these lead to in order to make informed choices about the future. They need a clearer perception of the occupational alternatives available and how to attain them. Opportunities to combine education and employment should be encouraged.

KEY RECOMMENDATIONS

- Broaden the scope of education so that college students receive a liberal arts education as well as a technological one.
- Increase generic skills and general education content of programs.
- Make a college education as accessible as possible.
- Ensure quality through system-wide standards and program review.
- Forge partnerships with other educational institutions to offer students opportunities for lifelong learning.
- Create a learner-driven system that meets the diverse needs of students.
- Involve external and internal stakeholders in decison making.
- Develop human resources (become a model employer).

WAYS TO IMPLEMENT TRAINING

- Strengthen the links across the educational spectrum through a system of prior learning assessment, a provincial body for coordinating school-college links, and an institute to coordinate advanced training.
- Create a provincial council, broadly based and representative of a variety of stakeholders, to be responsible for system-wide program standards, review, and accreditation.
- Improve transferability between colleges and university programs.
- Combine college/university programs in centres of excellence that would allow students to pursue the best technological and academic courses in a specific field.
- More stable and coordinated government funding.
- Improve flexibility in modes of delivery (e.g., distance education, learner-centred program design and implementation, workplace training).
- Establish a task force on fee for service training to facilitate job-specific training and initiate new training activities.
- Develop policies for educational access, race and ethnic relations, and employment equity.
- Create strong, cooperative links with business, industry, and unions to ensure that programs are relevant and meet business needs.
- Involve community, labor, business, employers, and educators in setting goals and revitalizing mandates.

FUNDING SCHEMES

- Direct more funding at special initiatives, e.g., funding for bilingualism, for serving northern communities, for program closures and start-ups.
- Reassess tuition fee structures, in both college and university sectors (alternatives could include differentiating fees by level of study, establishing different fees for different programs, and increasing fees for part-time students).

WHAT'S HAPPENED

The *Globe and Mail* reported in October 1990 that Ontario's community colleges have reversed a seven-year trend of falling enrollment in technology programs. In 1990, more than 22,000 students enrolled in technology programs, an increase of 6.7 percent over last year. Also last fall, the colleges sent staff and students into secondary schools to raise awareness about the variety of programs available. College staff educated parents about the college system and told them about job opportunities in the skilled trades.

However, on a more disquieting note, a survey released in November 1990 by the Ontario Secondary School Teachers' Federation found that technical shops in Ontario high schools are closing at an alarming rate because properly trained teachers cannot be found. And once closed, the programs tend to stay shut. As a result, many youth are denied opportunities to pursue technical careers.

PEOPLE AND SKILLS IN THE NEW GLOBAL ECONOMY.
Premier's Council of Ontario, July 1990

FOCUS

The Premier's Council of Ontario, established in 1986 by the Liberal government, includes the Premier, four cabinet ministers, and more than a dozen high-profile corporate leaders, academics, and labor representatives. The report argues that Ontario is facing a skills crisis, noting that while the demand for skilled workers is increasing steadily, employees with more sophisticated skills are becoming harder to find. It calls for a new approach to worker training, changes to the educational system, and more protection for workers who lose their jobs through plant closure.

TARGET GROUPS AND NEEDS

Current Workers

All workers need proficiency in math, literacy, reading, and writing. They must also be able to learn new skills as job requirements change. Broad technical skills are increasingly important. Analytical and problem solving skills and workplace interpersonal skills are a focus for training.

A narrow, competency-based approach to training is discouraged, as this model fails to provide workers with the broad technical and organizational skills essential to managing in a changing workplace. A job-specific approach also denies workers the portable skills that are the key to maximum mobility and choice in an unstable labor market.

Women

Female participation in the work force has more than doubled since the mid 1950s, yet women are still clustered in low-wage occupations in the service sector. They make up a disproportionate number of part-time workers and have higher rates of unemployment than men. Women bear much of the share of the adjustment fallout from the free trade deal, since they are overrepresented in traditionally protected industries such as textiles. When women are laid off, those who find new jobs usually do so in the clerical sector, an area of jobless growth.

Women need more information about nontraditional occupations and the opportunities for advancement and financial success in these areas. Young women need more female role models to encourage them to enter careers in trades and technology.

People with Low Levels of Education

Dropouts, low-skilled workers, and people with little formal education face both higher rates and longer spells of unemployment. A combination of few transferable skills and low levels of basic education limits their ability to adapt to new technology and makes them the first to be laid off in a recession. Most require basic education and occupational training.

Recent Immigrants

Lack of basic language abilities is a formidable barrier for many recent immigrants. They need training in English as a second language, basic literacy and numeracy, and job search skills.

Displaced Workers

More than 12,000 workers across Ontario lost their jobs in 1989 because of plant closure or cutbacks. A 1984 Statistics Canada study of displaced workers found that on average, it took these workers almost half a year to find a new job, and most switched industries and took pay cuts to do so.

More than 60 percent of workers who lost their jobs when an Ontario plant shut down said the closure had changed their lives entirely. Many likened the experience to the death of a family member or a divorce. Sudden job loss creates a range of social, economic, and individual problems, including poor health, child abuse, marital problems, and higher rates of crime, alcoholism, and suicide.

Workers faced with job loss in single industry communities are especially hard-hit as there are far fewer job opportunities available to them. Relocation is difficult for workers with strong family and community ties.

Displaced workers need basic literacy and numeracy training, job search skills, and career development skills. Many will require support to validate the emotional experience of job loss and counselling to restore social, economic, and emotional well-being.

Youth

Fewer young people are entering the labor force, and a worrisome number of those who do lack basic reading, writing, analytical, and interpersonal skills. One-third of Ontario's students fail to complete high school, not only limiting further educational opportunities, but excluding them from many jobs which today set grade 12 as a minimum entry requirement. Many youth lack an awareness of the importance of lifelong learning and have little understanding of their options and career opportunities.

Their primary need is for a solid command of basic skills in math, science, and communication. Youth should also acquire strong interpersonal and analytical skills and a capacity for problem solving and critical thought. An understanding of technology and its impact is increasingly essential. Life skills are a priority for disadvantaged youth who are at high risk for dropping out.

Youth in school need labor market knowledge and information on careers in trades, technology, and engineering. Cooperative education, workplace training, and the opportunity to attend school part-time while participating in training programs are recommended. An awareness of the reasons for continuous learning and an understanding of tomorrow's workplace are key training needs.

College and University Students

Fewer youth are enrolling in colleges, and only about half graduate either from the program in which they originally enrolled or from another program. Students in applied arts, business, and technology programs are twice as likely to drop out as are those in health sciences.

Unlike colleges, universities are experiencing a boom in enrollment. Women account for the overwhelming majority of all undergraduate university students, but most have not selected programs in math, science, and engineering. They may be frightened away by rigid course requirements and heavy time demands. Many women have domestic responsibilities to carry along with their workload.

These learners need to acquire sound generic skills and broad technical and scientific skills. Many new entrants to college or university need coping skills to deal with their new university environment, including life skills, time management, and study techniques.

Female students need to be encouraged to take responsibility for their own learning, and support/role models to overcome math and science anxiety. They need exposure to the challenges and rewards of scientific careers.

Teachers

Teachers need math and science training at the university level and technological and computer literacy to improve their teaching. They also need current knowledge of changing skill requirements and conditions in the workplace.

Older Workers

Workers over 45 years of age tend to have lower levels of education than other workers, and are concentrated in mature industries threatened by restructuring or closure. Many have job-specific skills that do not transfer well to other industries. They have lower rates of unemployment than younger workers, but longer spells of joblessness if they become unemployed (double that for people aged 15 to 24). Older workers who do find new jobs tend to take above-average pay cuts to do so, and are less likely to retrain or relocate. Adjustment is thus more difficult and costly for them.

They need basic skills upgrading in reading, writing, and math, job search skills, and assistance with relocation.

Executives

Leadership and project management skills are key training needs. Decision making, problem solving, and time management are other priorities.

Marketing and Sales Personnel

They need training in marketing and selling techniques, customer service training, team building, and negotiating techniques.

Professionals

Professionals need training to build and maintain state-of-the-art knowledge in their profession or in a specialized technology.

KEY RECOMMENDATIONS

The report makes 32 recommendations in three main areas: education, training, and adjusting to change. Underlying the recommendations are three themes: education must be lifelong and people should be prepared to pursue as many as eight careers in a lifetime; closer links should be fostered between schools and business; and there should be a larger role for business and labor in skills development.

WAYS TO IMPLEMENT TRAINING

Educating for the New Millennium

- Build a platform for lifelong learning.
- Stress the rewards of careers in science and technology to make them more attractive to students.
- Create a common curriculum to grade 10, with mandatory courses in math and science; focus on the specialization years.
- Emphasize evaluation and educational standards — more province-wide testing of students and schools.
- Revamp teacher training.
- Emphasize transferable skills, ensure continuity and transferability across the educational system.
- Combat dropout rates.
- Develop centres of excellence for universities.

- Secure university funding and reward teaching excellence.
- Increased postgraduate funding in technical areas.
- Establish foundation courses for universities and colleges to equip undergraduates with a set of sophisticated communication, numeracy, and technical and science skills.
- Create international exchange programs to raise awareness of the global marketplace.

The Training Deficit

- Turn responsibility for skills training over to business and labor by establishing an Ontario Training Board, made up of business and labor representatives, to set up training committees in key sectors of the economy. These sectoral committees would have wide-ranging powers to set training standards, curriculums, evaluation, and accessibility.
- Establish regional training committees to provide training to those not covered by the sector-based communities, such as small businesses. Industry participation should be voluntary and no specific funding target should be set.
- Create local training centres to make training more accessible by providing information and support services.
- Establish an Ontario Apprenticeship Board to revamp the antiquated apprenticeship system (among its failures, the present system starts apprenticeships too late and makes the program too long). The proposed board will regulate access to a wide range of occupations and reform industrial trades.
- Establish a learning network as a research and development resource for training. As envisaged, it would be an interactive network linking the leading training and research organizations in Ontario and abroad. Its mandate would include raising awareness of the learning process and how it can be improved; maintaining current information on learning and training; and educating management and labor about effective workplace training.

Adjusting to Change

- Increase notice period for layoffs.
- More financial protection for salary, severance pay, and other benefits.
- Create workplace adjustment committees to help workers bounce back after being laid off.
- More diversification assistance for single industry communities.
- Amend UI act to allow unemployed workers to receive benefits while training.

FUNDING SCHEMES

Sectoral committees could raise funds from industry members, with government providing matching grants, and voluntary payroll deductions from employers and employees. If this approach fails to raise adequate funds, additional fiscal measures may be needed to spur business into training.

WHAT'S HAPPENED

Ontario Premier Bob Rae announced on 19 October 1990 that his government will create a fund to guarantee the wages and severance pay of employees who lose their jobs when plants close. Rae said the money could come either from general tax revenues or from a special levy on employers.

Employers and employees in the electric and electronics industry have founded a Sectoral Skills Council (July 1990) and agreed to jointly create an Ontario training fund. The fund will be financed by contributions from employers, employees, and the federal and provincial governments.

The NDP government created a new Premier's Council in January 1991 with the announcement of the Premier's Council on the Economy and Quality of Life.

THE REPORT OF THE PREMIER'S COUNCIL ON EDUCATION, TRAINING, AND ADJUSTMENT: COMMENT AND REVIEW.

Ontario Federation of Labour, July 1990

FOCUS

This report from the Ontario Federation of Labour summarizes the key recommendations of the Premier's Council report and their implications for the labor movement. The labor members of the Premier's Council concede that the council's report contains "much that is useful." However, labor is highly critical of the council's process: "The Premier's Council operates behind closed doors ... Its political processes are elitist and exclusive rather than democratic and inclusive."

PROVINCIAL EDUCATION

The council's endorsement of generic rather than job-specific skills and the insistence that no choice should limit further choice are viewed by labor as the key to democratizing access to education. The union movement has fought for years for an open, accessible education system that equips everyone with the skills for lifelong learning.

Recommendations to destream education, break down barriers to transferability across the educational system, and create broad-based mechanisms for community participation are entirely consistent with union values. However, the remainder of the recommendations that pertain to education are viewed with scepticism. Criticisms include:

- An undue focus on economic competitiveness as a goal of education.
- There is too much alarmist rhetoric that we are "falling behind" our competitors in training and education.
- No concrete strategies are given for improving career education.
- Attention is not given to the special learning needs of preschoolers, adults, and the functionally illiterate.
- The international development work of teacher organizations, community colleges, and universities is overlooked.
- Conservative proposals to privatize education or increase business influence over curriculum support elite interests at the expense of the majority.

PROVINCIAL TRAINING POLICY

Framework Ideas

The council's report explores five framework ideas in its discussion of training, all of which are supported by the labor movement:

- Economic restructuring involves choices.
- Polarization in the work force is increasing.
- Ontario is facing a skills crisis that will not solve itself.
- Unions should have an equal voice in creating a new training strategy.
- Training is not just an economic issue, it is also a social-equity issue.

Labor finds much in the council's report that supports a key role for unions at all levels of training policy: "The current training and skills deficit cannot be addressed independently of the existing industrial relations system in this province."

Market Failure (the Free Rider problem)

Labor has always held that left to their own initiative, employers will invest too little in training. A major disincentive for employers to train is their fear that skilled employees will be poached by other firms. Labor notes that this "market failure" argument has been central to the trade union position on the need to finance training through a payroll tax on employers.

Priority for Generic Skills

Labor's critique of job-specific skills has always been that such skills are biased toward company needs. Training must be developmental, that is, teach skills in a way that goes beyond a particular task. Generic skills lay the basis for further training and expand the range of choices open to workers. These skills enable workers to compete for better jobs and to move easily between industries at comparable wages in the event of job loss.

Critique of Privatization

Labor opposes the privatization of training because of the lack of accountability and the difficulty of determining quality among private sector suppliers of training. Labor notes that there are passages in the council's report that support the trade union position: "Much of the training currently provided in industry is of varying or poor quality."

The Canadian Jobs Strategy

Labor argues that the Premier's Council does not go far enough in its criticism of the current Canadian Jobs Strategy. While the council makes a number of "pointed appraisals" of CJS that reflect labor's concerns, the council's report does not give the emphasis that the labor movement would have wanted in its analysis of the CJS.

The Apprenticeship System

Labor maintains that "the apprenticeship system has drifted to the margins of skills policy." It notes that the council's report also recognizes the need for an overhaul of the province's apprenticeship system.

The Experience of Other Countries

Labor highlights the Swedish experience, with its emphasis on regional labor market boards and an active public sector role in training. The council's report also underscores the positive aspects of the Swedish training model.

The Ontario Training and Adjustment Board

The council's key recommendation on training, the creation of an Ontario Training and Adjustment Board (OTAB), is described as "politically helpful" to the trade union movement. Labor notes that the proposed OTAB will focus on workplace training, and will not take over the responsibility for training disadvantaged groups. Groups with special needs require more personalized programs, delivered through community-based agencies that are funded by the government.

Sectoral and Regional Bodies

Labor is concerned by the absence of a mandatory employer contribution to training programs supported through regional committees.

Goal Setting and the Role of a Training Tax

Labor notes that in the Canadian Labour Market Productivity Centre discussions about the creation of a national training board, employers would not budge from their opposition to a training tax. **"The Premier's Council's report has moved the employer position."** Recommendation # 20 calls for "additional fiscal measures" if the board's training goals are not met. Labor would have preferred and will continue to push for the setting of a clear minimum benchmark for employer spending.

The Link between Training and Adjustment

Labor insists that training policy be integrated with adjustment programs for unemployed workers. It notes that the council's report will be "helpful" in pressing for integration of training and adjustment policies.

HUMAN RESOURCE AND TRAINING NEEDS IN ONTARIO'S HOSPITALITY INDUSTRY. Ministry of Skills Development, 1990

FOCUS

This study was undertaken to analyze a crisis situation in the hospitality sector. It finds that the problems facing the industry today stem largely from a lack of sound human-resource management practices.

A survey of over 1000 restaurants and hotels found that a critical shortage of labor exists in all job categories. Employers have great difficulty attracting people with the right skills and retaining them once they are hired. The industry averaging turnover rates of 200 percent to 300 percent per year.

TARGET GROUPS AND NEEDS

Hospitality Workers

Waiters and waitresses, cooks, chefs, kitchen workers, housekeepers, front desk staff

Their greatest need is for customer service training, however training in sales and management is a close second. These workers can also benefit from training in human-resource management, stress management, and cross-cultural awareness.

KEY RECOMMENDATIONS

- Encourage a service culture, a team-building program where management and employees work together to deliver excellent service.
- Strengthen training for managers, supervisors, and all staff in order to educate employees, provide needed skills, improve job performance, boost self-esteem, foster professionalism and increase job satisfaction.
- Establish an industry-wide body to correct the industry's negative image of low pay, long hours, and weekend and holiday work.
- Improve human-resource management through formal orientation programs, selective recruiting, ongoing training, and career development programs.

WAYS TO IMPLEMENT TRAINING

NA

FUNDING SCHEMES

NA

WHAT'S HAPPENED

NA

ONTARIO'S LABOR MARKET: LONG-TERM TRENDS AND ISSUES IN THE 1990s. Ministry of Skills Development, April 1990

FOCUS

This report provides an overview of the structural changes that are transforming Ontario's economy and their implications for skills development. It finds that jobs are shifting in favor of knowledge workers, those workers with high levels of education and training. Without improvement in both basic and technical skills, employees will be hard-pressed to cope with the changing demands of the workplace, move between different industrial sectors, or compete for better jobs.

The report warns that the labor market will continue to be very turbulent in the next decade. The service sector will account for three-quarters of all new jobs. There will be a striking increase in the number of managerial, professional, and technical jobs available, while the number of jobs requiring heavy manual labor will decrease. A persistent shortage of skilled workers will be the norm.

TARGET GROUPS AND NEEDS

Women

Women now make up 44 percent of Ontario's work force, and will account for close to one-half by the year 2000. Women aged 45 to 54 and 55 to 64 will show above average increases in their labor force participation rate, as will married women ages 25 to 44. These women are having fewer children and tend to have higher educational attainment levels, expanding career opportunities, and higher standards of living.

More than one-third of working women have a postsecondary degree, compared to 28 percent for men. However, almost 60 percent of women hold clerical, sales, and service jobs. All women need more opportunities for advancement and encouragement to move into technical areas.

Displaced Workers

These are workers whose skills have been declared redundant because of industrial restructuring or technological innovations in the workplace. Many of them have outdated or limited skills and have spent most of their working lives in very specific jobs with one employer. They tend to have low levels of education and high rates of illiteracy. These workers need basic skills upgrading in literacy and numeracy to make the transition to more skilled work.

Current Workers

People who hold jobs in skilled trades, such as design and engineering, maintenance, repair, information processing and communications must be able to read and understand manuals, take measurements, enter information on computers and understand statistical reports. Almost continuous skills upgrading and ongoing training will become "a way of life" for all workers.

Youth

Young people in elementary and secondary schools need proficiency in math, reading, writing, reasoning, and interpersonal skills to compete for rewarding jobs and cope with the world of work. They also need encouragement from guidance counsellors to train for careers in engineering and technology and an awareness of the consequences of **not** having a good education.

Older Workers

By the year 2000, 55 to 64-year-olds will be the fastest growing group in Ontario's labor force. They need literacy and numeracy training to adjust to new technologies and organizational changes in the workplace.

Immigrants

Immigrants entering Ontario are increasingly less able to take on jobs in managerial, professional and technical occupations. The evidence is mixed, but suggests that their levels of education and training have declined in the last two decades. There has also been a marked increase in the number of immigrants entering Ontario who are not proficient in either official language. Basic skills upgrading in literacy and numeracy is essential to help them qualify for good jobs.

KEY RECOMMENDATIONS

- Business should increase its commitment to retaining and retraining their employees and tap the talents of groups who have been traditionally overlooked.
- Strengthen affirmative action programs to eliminate systemic discrimination against women.
- More adjustment programs for displaced workers.
- Improve linkages between industries and educational and training institutions.

WAYS TO IMPLEMENT TRAINING

- Employee-sponsored training programs.
- In-house programs to train workers in new technologies, upgrade basic skills.

FUNDING SCHEMES

Companies should fund their own training programs.

WHAT'S HAPPENED

NA

83

TARGET ON TRAINING: MEETING WORKERS' NEEDS IN A CHANGING ECONOMY. Social Planning Council of Metropolitan Toronto, February 1989

FOCUS

This report argues government training policies that emphasize "mopping up" after labor market problems instead of retraining the work force are condemning people to lives of poverty and marginalization. At a time when workers need portable skills that leave them better able to take on new tasks in the future, Canada's training system is moving in the opposite direction.

The authors are highly critical of the reactive approach of labor market policy, which focuses on short-term, entry-level training for the job-ready instead of a proactive strategy that emphasizes lifelong learning. They call for an overhaul of training programs to cope with a rapidly changing world economy.

TARGET GROUPS AND NEEDS

Women

Women are overrepresented in the retail, service, and office sectors of the economy, and tend to have high rates of part-time, low-wage employment. In 1986, 71 percent of Ontario's part-time workers were women. Disadvantaged and reentry women need training to make the leap to self-sufficiency, yet women make up less than five percent of trainees in Ontario. Those who try to reenter the work force are usually slotted into deadend, low-skilled jobs.

All women need more information about training opportunities, especially in the skilled trades. Most reentry women will need to update their basic educational skills in literacy and numeracy. Training should focus on providing all women with real, marketable skills so they are able to take on well-paying, secure, and rewarding jobs.

Older Workers

Demographic and economic changes are crowding experienced older workers out of the labor market. They are overrepresented in declining industries, have lower levels of education and are underrepresented in training programs. Older workers experience unusually high unemployment rates and remain unemployed nearly twice as long as young workers. This stems from undervaluation of their skills and employers' preference for young recruits.

Displaced older workers, those workers whose skills are deemed out of date while they are in the prime of their working life, are especially at risk for long-term unemployment. They have few options for new employment despite their experience, and new employers are likely to offer them substantially lower wages than in their previous jobs. There are few programs that are targeted to meet their training needs before they join the ranks of the chronically unemployed. An average of 60,000 workers over age 45 were unemployed every month in Ontario in 1987.

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These workers require occupational and basic skills upgrading to allow them maximum flexibility in responding to changes in technology and workplace organization.
An understanding of the theoretical principles that underlie the new technologies would be particularily useful to them. Job search and job readiness skills are critical training needs for displaced older workers.

Disadvantaged Youth

Their training needs are at a basic level and include math, English, basic principles of science and technology, problem solving, critical thinking, and study skills. They also require life skills and job skills training, self-esteem, literacy, work skills, vocational training and apprenticeships.

Long-Term Unemployed

These are workers who have been unemployed for six months or longer and have a marginal relationship to the labor market, such as social-assistance recipients, people with disabilities, reentry women, immigrant and refugee women, and single parents. Many of the long-term unemployed have low-education and literacy levels, limited or interrupted work experience, and outmoded skills.

They represent a formidable training challenge as many have a number of complex family, emotional, language, cultural, and academic difficulties. Members of this group will need basic upgrading, i.e., developing equivalencies in English and math up to grade 8. They may also need literacy and language training, life skills training, and skills development. Many will require assertive training to counteract the low self-esteem that stems from past discrimination.

Training should be sensitive to their diverse learning styles, community-based and highly personalized. It should be learner-centred and encourage questioning, discussion, and participation. The goal is for workers to have more control over their jobs and their work lives, to build on their existing strengths and talents, and to equip them with choices and mobility. Income support should be provided to allow these workers to participate in training.

KEY RECOMMENDATIONS

- Improve coordination among the three levels of government that deliver training.
- Develop a new training model based on lifelong learning, with outreach and affirmative action for those who might not normally be chosen for training programs.
- Ensure that training is developmental, ie, lead to rewarding jobs.
- Implement a universal program of paid educational leave without loss of income.
- Improve vocational counselling programs for students.
- Establish comprehensive support services that cover the costs of medical needs, day care, travel, and housing for all trainees.

WAYS TO IMPLEMENT TRAINING

- Establish a national tripartite (business, labor, and government), federal-provincial labor market adjustment board, to plan and coordinate training policies and oversee regional committees operating at the local level.
- Create a centralized, on-line database to provide a directory of all government programs and all projects in different geographical communities (one-stop shopping).
- Establish a mandatory job vacancy listing with a national agency.

FUNDING SCHEMES

- Skills training should be funded by employers through a payroll training tax, with exemption of those firms opting into comparable voluntary initiatives at the local level.
- Labor market adjustment funds, whereby business puts aside 25 percent of pretax profits to be used for training in periods of economic dislocation.

WHAT'S HAPPENED

NA

ADJUSTING TO WIN (the Grandpré report). Report of the Advisory Council on Adjustment, March 1989

FOCUS

A five-member federal panel led by industrialist Jean de Grandpré was appointed by Prime Minister Brian Mulroney in early 1988 to study possible adjustment programs for workers who lose their jobs because of free trade. The report rejects specific adjustment programs for industries hurt by the deal, noting that there are already 400 federal-provincial adjustment programs that could be used more effectively. It recommends instead tougher legislation to help victims of all plant closings, whether related to free trade or not. It also finds that workers need a "trampoline" to bounce them back into employment, instead of the present "safety net" which tides workers over with unemployment insurance payments until they find new jobs. What is needed are additional programs that anticipate training needs and provide upgrading and adjustment measures **before** workers are unemployed.

The report also insists that the private sector has the "primary responsibility" for training workers to ensure a skilled and adaptable work force. Companies that will not train should get stiff tax penalties, while those who do should be rewarded with corporate tax breaks.

TARGET GROUPS AND NEEDS

Women

The women that are focused on include those in low-skilled jobs with limited career opportunities and immigrant women who face additional barriers to entering the work force. Occupational training and language training are priorities.

Natives, Immigrants, and Visible Minorities

The needs identified for these groups are equal access to jobs requiring higher skills and increased knowledge of new technologies.

Displaced Workers

Each year, some 109,000 firms across Canada disappear. When plants close, workers are faced with difficult choices and stressful questions. Each year, about four million Canadians change jobs. These workers need information about the skills required in the labor market and how to acquire them; an opportunity to plan for change and acquire new skills; and knowledge of the changing labor market and emerging opportunities.

Older Workers

The number of workers aged 45 to 64 will increase to 6.7 million by the year 2001. Although they tend to have a relatively lower unemployment rate compared to the labor force as a whole, older workers, once laid off, take much longer to find new work. They may flounder when they lose their jobs because they have not kept their job skills or education current. Older workers need basic skills upgrading in math and English, scientific and technical literacy, and occupational training.

Youth

Youth made up 20 percent of the labor force in 1988, but this percentage will decline to 17 percent by the year 2001. A dwindling number of labor force entrants means employers will no longer have the luxury of selecting the best-qualified candidates. Disadvantaged youth, dropouts, functional illiterates, and others traditionally left by the wayside must be trained and retrained to fill jobs.

The 30 percent of youth who leave school before finishing grade 12 have no basis for a life of continuous learning. The needs of dropouts in particular are basic skills upgrading and employability training.

Workers with low-education levels

Surveys by Southam and Statistics Canada indicate that one-quarter of Canada's adult population could benefit from literacy and numeracy upgrading. Illiteracy is of course a barrier to both employment and training. Therefore basic upgrading in reading, writing, and arithmetic to acquire a base for more advanced training is a priority for workers with low-education levels.

KEY RECOMMENDATIONS

- Dramatic changes to Canada's education and training systems will make them more responsive to the needs of the economy.
- Encourage the private sector to train and upgrade its work force.
- Improve cooperation between workers and management.
- Make human-resource planning a precondition for companies seeking government assistance.
- Develop national training standards for skills upgrading.
- Establish minimum standards for advance notice of layoffs.

WAYS TO IMPLEMENT TRAINING

- A shift in emphasis from the present "safety net" approach of income maintenance to a "trampoline" approach of skills training and job creation programs.
- The private sector will not increase its training efforts simply because it is urged to do so. Business has to be prodded into retraining with financial incentives and stiff tax penalties.

- Changes to the more than 400 training programs that make up the Canadian Jobs Strategy, such as more private sector input and more funding for programs that target the newly unemployed.
- Greater worker-management cooperation.
- Reform the education system with a view to imparting basic knowledge (reading, writing, math); strong social values, and lifelong learning skills.

FUNDING SCHEMES

- A one percent corporate tax which companies could pay or offset completely with increased training. Should the private sector not meet the training level required, the government would use the money collected to develop training programs to meet skills shortages.
- A shift in federal expenditures from income maintenance to job creation measures.
- More federal funding for programs such as skills shortages and skills investment, which provide assistance to displaced workers.

WHAT'S HAPPENED

The Grandpré Council reported that existing government training programs were out of touch with workplace requirements and in desperate need of reform. It urged that the private sector be involved in any CJS program restructuring.

As a result, Employment Minister Barbara McDougall froze existing training agreements with the provinces and asked the Canadian Labour Market and Productivity Centre, a business-labor private body, to oversee seven advisory task forces on labor market programs.

McDougall also said that in addition to the $800 million freed up under UI legislative changes that were just approved by the Senate, Ottawa expected the private sector to double its own training spending to $2.8 billion from $1.4 million by 1994.

The purpose of changes to UI was to shift money out of passive income support for the unemployed and into more productive training and retraining programs. The idea was also solidly supported by the Economic Council of Canada.

REPORT OF THE CLMPC TASK FORCES ON THE LABOUR FORCE DEVELOPMENT STRATEGY. Canadian Labour Market and Productivity Centre, March 1990

FOCUS

In the spring of 1989, the federal government announced a series of initiatives to make it easier for workers to upgrade their skills. The thrust of the reforms involved a major reallocation of unemployment insurance dollars to worker retraining, which answers to the recommendations make by the Grandpré report, *Adjusting to Win* (March 1989).

Ottawa commissioned the Canadian Labour Market and Productivity Centre (CLMPC), a 42-member, business-labor body, to oversee seven advisory task forces. The task forces, led by Canadian Auto Workers president Bob White and Thomas D'Aquino of the Business Council on National Issues, spent nine months studying seven areas of labor market adjustment efforts. They included apprenticeship programs, programs for older workers and social-assistance recipients, cooperative education, and human-resource planning.

The main theme of the report is that "business, labor and government must work together to implement new coordinated policies to make the Canadian economy more adaptable and equitable." It calls for a more cohesive labor market strategy, one that is national in scope, but subject to local control to ensure flexibility.

TARGET GROUPS AND NEEDS

Older Workers

The current labor force share of workers aged 55-64 is 8.8 percent, down from 10.1 percent in 1975. While older workers still enjoy lower rates of unemployment than younger workers, current trends suggest that this advantage is rapidly disappearing. Economic restructuring and the last and current recession have eroded their position in the economy. Older workers who lose their jobs tend to be unemployed for longer periods than younger workers: more than twice the length of workers aged 15-24, and nearly 50 percent longer than those aged 25-44. The risk of long-term unemployment, spells that last six months or more, also increases with age. One in every three unemployed older workers in 1986 had been so for six months or more.

One-third of older workers have only an elementary education, and 31 percent are functionally illiterate. They are concentrated in industries and occupations with low-educational and skill requirements, such as transportation, construction, agriculture, manufacturing, and fishing. These industries are now experiencing layoffs that are leading to more hardships for older workers. Poorly educated workers are more likely to be laid off and have greater difficulty finding new jobs once unemployed. A combination of low-education levels, illiteracy, advancing age, and few marketable skills makes older workers at high risk for long-term unemployment.

Older workers need basic skills upgrading in literacy, numeracy, and problem solving. They must also acquire broad technical skills and become familiarized with information technology to enter service sector employment.

Many older workers have spent years with the same employer and need information on current job search methods. They also need reliable information about employment vacancies, training opportunities and flexible work arrangements (i.e., part-time, phased retirement work options, job-sharing, and compressed work weeks).

Training techniques should take into account the special needs of older workers. Older workers respond better to experimental training methods that emphasize self-paced, nonverbal instruction where "trainees can discover for themselves how things work." Learning styles that rely on verbal, classroom-like instruction, memorization, and "tell 'em and test 'em methods" are not recommended.

Women

Women are highly concentrated in low-paying jobs. They earn about 40 percent less than men, even in jobs of equal skill requirements, and are three times more likely to be working part-time than men.

Women who have left the work force to care for dependents may have obsolete skills and outdated information about labor market needs.

These women need to be oriented to careers in the skilled trades and encouraged to enter nontraditional occupations. They also need information about apprenticeships, counselling, and job search.

Social-Assistance Recipients

Moving out of social assistance is an enormous challenge, especially for those with little work experience. More than half of all social-assistance recipients are functionally illiterate, that is, they cannot read, write, or compute well enough to perform the tasks of daily life. Many will require courses in life skills before any form of job training or academic upgrading.

People on assistance also need a range of preemployment and employment training, including adult basic education, English/French as a second language, and occupational and academic upgrading. Literacy and numeracy training is a prerequisite to enable many social-assistance recipients to become independent, find and retain work, and cope with daily life. Another major need is confidence building and assertiveness training. Low self-esteem is common among many social-assistance recipients and stems from the marginalization and stigma that comes from being on welfare.

Elementary job search skills should be emphasized. People on assistance need new ideas for summarizing and marketing their skills to make a fresh start. They also need knowledge of training and education programs and other supports such as childcare, accommodation, and counselling.

Training should focus on providing marketable, transferable skills and have a competitive employment focus. Work-related training in areas where potential for advancement and upward income mobility exists is recommended.

The needs are such that standardized training approaches are not likely to be suitable for them. Training must be flexible enough to provide personalized, learner-centred approaches, structured around individual needs. As much as possible, clients should be actively involved in setting their own learning objectives.

For some people, the classroom is a bad memory. They can learn more easily in an informal, relaxed, and nonthreatening atmosphere. The report recommends greater use of community organizations and public educational institutions for delivery of pre-employment training and counselling.

New approaches to carry out a more community-based approach to the delivery of training should be encouraged. The report recommends more use of satellite television and computer technology by public educational institutions in order to meet the training needs of people in rural and remote communities.

Youth

An alarming number of youth lack the basic skills needed to enter the work force except at the lowest level. The 64 percent of school leavers who drop out before grade 12 or do not continue their education beyond high school face a long and bleak search for stable work that may stretch into their late twenties.

The most pressing learning needs for youth are broad life-planning skills (nutrition, safety, housing, and personal financing); interpersonal communication skills; and employment orientation skills (a working knowledge of the world of work, understanding the economy, and performing a job). Youth also need to acquire conceptual and problem solving skills to enable them to cope with rapid technological change in the workplace. Many will require literacy and numeracy upgrading to enable them to acquire more sophisticated skills and find secure jobs.

Youth need more opportunities to explore various careers, experience first-hand knowledge of the workplace, and gain workplace experience in nontraditional occupations. Young women need to be encouraged to participate in math and science courses that lead to training in trade and technology occupations. They also need awareness that technical careers are viable alternatives to traditional female occupations. Those youth with career aspirations in the skilled trades need an introduction to technical training, tool skills, and hands-on work experience in an industrial setting.

Cooperative education experiences can help youth make the transition from school to work, practise skills and knowledge, achieve an appreciation of the link between education, skills development, and career success, and improve job prospects.

KEY RECOMMENDATIONS

The task force made 80 recommendations on how to improve skills training. Central themes include:

- Improve federal-provincial cooperation in designing and administering programs.
- Strengthen national standards so that skills training is the same across the country.
- Bring labor and business into formal structures so they can play an expanded role in training.
- Greater emphasis on upgrading literacy and numeracy skills training.
- More local input in design and delivery of training.

WAYS TO IMPLEMENT TRAINING

- A federal-provincial council of ministers to set goals and standards for training.
- A national training board to monitor training programs.
- A national survey of current and projected job opportunities by region and occupation.
- A tripartite national apprenticeship board to make it easier for workers across the country to learn skilled trades and obtain certification.
- Local market boards, composed of business, labor, and community officials, to design, fund, and deliver training to meet local needs.
- A shift in focus for Canada employment centres toward more vocational counselling.
- Numeracy and literacy programs, eligible for unemployment insurance funding, be set up in the workplace and in schools.
- Abolish a UI rule that people must be out of work six months to qualify for retraining.
- **Satellite training and computer technology to train disadvantaged workers.**
- More cooperation between business and schools, labor and community groups to ensure a union between basic education and marketable skills.

FUNDING SCHEMES

- Ottawa plans to divert $800 million from reforms to the UI act to pay for expanded government spending on training. This, in combination with existing federal spending on training, will provide a training budget of about $2.5 billion. However, labor and government agree that without more money from the private sector, reforms will not be possible.
- Business representatives recommend tax incentives to encourage employers to establish trust funds to finance retraining programs at individual firms. These funds would be under the joint control of management and labor. They also suggest individual training accounts, to which both workers and employers contribute.
- Labor representatives favor mandatory spending on training by the private sector, echoing a recommendation of the Grandpré committee. Employers would pay according to their payrolls, and receive rebates if they reinvest money into training and retraining. Those unwilling to invest in training should be subject to a special tax of one percent of payroll, with revenues used for retraining. Business representatives were staunchly opposed to such a tax.

WHAT'S HAPPENED

Changes to the Unemployment Insurance Act, designed to free up $800 million for training, were finally passed in November 1990 after being stalled in the Senate for a year.

In January 1991, Ottawa announced a national training board as the centrepiece of a revamped policy on job training and worker adjustment. It is an attempt to decentralize Canada's labor market policy and give more control to local communities which are the best determinants of their own needs for skills training. The board, to be run by business and labor representatives, is charged with deciding how Ottawa will spend the money it is redirecting from unemployment insurance into worker retraining. The department of employment says that about $775 million in training funds will be available under the Unemployment Insurance Act in 1992. Although the board will not have executive authority in how the government spends retraining money, it will have more influence than most advisory boards, according to the Ministry of Employment and Immigration. Its mandate is to identify labor market needs and design training programs to meet those needs. It is expected to start its work in the summer of 1991 with a permanent secretariat and research staff.

Some of the provinces, including Ontario, are considering provincial equivalents.

NEW VISIONS FOR CANADIAN BUSINESS: STRATEGIES FOR COMPETING IN THE NEW GLOBAL ECONOMY. By Alan Rugman and Joseph D'Cruz, Faculty of Management, University of Toronto, 1990

FOCUS

Canada is becoming less competitive internationally because of a poorly educated and inadequately trained work force. The key to restoring our competitive edge lies in retraining existing workers. The report calls for more private sector involvement in training, with a lesser role for government.

TARGET GROUPS AND NEEDS

Current Workers

Canada's workers are poorly educated and trained. The work force has high rates of absenteeism and turnover and an aversion to labor-saving technology.

Existing workers need to develop leadership qualities, initiative, creative problem solving skills, effective communication, customer service and teamwork skills. They need an awareness of political and economic conditions in other countries and a higher degree of technical literacy.

Managers

Managers have a mediocre sense of initiative, drive, and responsibility, and are slow to develop new products and services. They also lack commitment to training and education. They need to develop skills which will enable them to understand the world, such as foreign languages, the history and culture of other countries, and international business practices. Managers also need training in entrepreneurship, human-resource development, customer service and marketing. An awareness of technology and its impact on people is a priority to help executives adapt to technological change.

Teachers

Many secondary school teachers are unsympathetic toward the business viewpoint and lack an understanding of economic issues. They need training in Canadian business issues and knowledge of international economics. Technological literacy is also essential so they can take advantage of leading edge information technology and new learning tools.

FOCUS 2000. Canadian Chamber of Commerce Task Force on Education and Training, November 1989

FOCUS

Investing in training can take many forms — what matters is starting the process. This study provides an outline of the steps employers and employees can take to overcome barriers to training and education. It argues that the onus for skills development is on employers and workers, not on big government, business or unions.

The report also highlights the nature of the training challenge. Despite a national jobless rate of eight percent, there are shortages of skilled workers across the country. It predicts that the 1990s will witness a worsening of skills shortages. Most occupations will require more advanced levels of education and training.

TARGET GROUPS AND NEEDS

Young Labor Force Entrants

The number of young people entering the work force will continue to decline in the next decade. Seventy percent of businesses surveyed for this study felt students were failing to make the transition from high school to work successfully. The general perception is that an alarming number of youth lack basic reading, writing, analytical and interpersonal skills. A large percentage of youth are functionally illiterate.

Less than 60 percent of students entering grade 9 graduate, and less than half complete grade 13. Another third graduate but with low grades and few marketable skills. The non-college bound too often experience long stretches of unemployment punctuated by low-skill jobs.

The family to independence and the school to work transitions that youth face can be the source of enormous pressures. Many young people need preemployment and life skills training to help them cope with new challenges.

Dropouts or disadvantaged youth may need basic training in reading, writing, computation, problem solving, and interpersonal skills. They also need to acquire habits of continuous learning and self-learning.

Many students have a negative image of blue-collar jobs, viewing them as second rate. They need more knowledge of some of the rewards of blue-collar occupations.

Women

Women make up more than 40 percent of the work force and will account for more than 50 percent by the year 2000. Yet they remain disproportionately represented in low-wage, minimal skill jobs. Employment and Immigration Canada notes that there are 152 occupations which are 90 percent male-dominated.

Women need access to nontraditional jobs and related training programs. Young women need more encouragement to pursue careers in math and science.

Visible Minorities

Visible minorities make up 60 percent of total immigrants to Canada and tend to have higher than average qualifications, yet continue to face racial discrimination and barriers to education and training. They need improved access to training to make up for past discrimination.

KEY RECOMMENDATIONS

- Decentralize training to make it more adaptable to the changing skills needs of the economy.
- Give more attention to vocational education and on-the-job training.
- Establish a first-rate system of accreditation.
- Improve partnerships between business and education.
- Combat stereotyped attitudes toward trade and blue-collar jobs.
- Improve availability of information about federal/provincial programs.

WAYS TO IMPLEMENT TRAINING

- Develop a human-resource plan that sets out the skills needs of the firm.
- Involve employees in planning and implementing training programs.
- Set up industry-education councils as catalysts for training.
- Establish a one-stop information centre with on-line service.
- Encourage community input on training initiatives.
- Provide flexible work arrangments for staff willing to return to school.
- Adopt affirmative action measures for women and minorities.
- Link girls with women working in nontraditional jobs.

FUNDING SCHEMES

- Encourage companies to set aside a percentage of gross revenue for training.
- Create a federal employment tax credit for companies training new labor force entrants and disadvantaged workers.
- Create a registered education and training savings plan, whereby employees contribute to financing their training in the form of a tax credit.
- Establish a training related tax credit compensating employers for up to 80 percent of training costs if an employee changes jobs.
- Reduce costs by combining with other firms with similar training needs.

WHAT'S HAPPENED

NA

REACHING FOR SUCCESS: BUSINESS AND EDUCATION WORKING TOGETHER. The Conference Board of Canada, July 1990

FOCUS

The study's key recommendation is for more business involvement in education. "Business must tell education what kind of training it needs and education must listen harder." Business leaders should also seek seats on school boards and other organizations that influence education and get more involved in setting educational policies: "Education is too important an issue for business to remain a silent partner."

The study argues that business can provide a working world perspective, champion change and risk taking, develop higher standards and accountability, and provide management expertise to schools. It notes that the trend to more business participation in education is already underway in the U.S., where companies are involved in "adopt-a-school" programs and in promoting training in new technologies.

TARGET GROUPS AND THEIR TRAINING NEEDS

Teachers

Teachers need training in the use of information technology in the classroom to increase their effectiveness. Race and ethnic-relations training is another priority to help them deal with a recent influx of immigrants in schools. Programs to connect guidance counsellors with business through short-work terms in industry is another need.

Youth in School

Demographic changes mean that new entrants to the labor force will decline by 25 percent by the year 2000. Recent tests of secondary-school mathematics achievement ranked Canadian students well below that of foreign students. Few of our students are attracted to careers in science and technology, while marketplace demand is increasing for technical workers. Only 72 percent of Canadian 17-year-olds are in apprenticeship programs.

Youths must be aware of the importance of lifelong learning. They need higher levels of conceptual, analytical, problem solving and technical skills and strong interpersonal skills. They also need to develop skills of logical thinking, discipline, intellectual curiosity, and creativity. Leadership qualities and teamwork skills should be emphasized to prepare students for the workplaces of the twenty-first century and empower them to take responsibility, make decisions, and be entrepreneurial.

Youth also need opportunities to participate in cooperative education programs to develop their interest and prepare them for the workplace. Work experience should be a formal part of the curriculum.

Dropouts

Thirty percent of highschool students drop out. There is a strong relationship between dropouts, lower socioeconomic status, and illiteracy. As more and more jobs require higher education and training, those without basic skills are becoming unemployable.

At-risk students are likely to need special counselling. Dropouts may require additional training in life skills and literacy, as well as basic skills upgrading in math and English.

Young Women

Women are overwhelmingly underrepresented in science and technology careers. Only three percent of engineers in Canada are women.

Young women need more female role models in science and technology to market the excitement of technical careers for women.

KEY RECOMMENDATIONS

- Involve business in setting national educational standards and reforms.
- Increased business support for training and research.
- Curriculum areas should replace traditional courses and disciplines.
- Make work experience a formal part of the curriculum.
- Transfer to schools the organizational, management, and free market strategies that have worked for business.

WAYS TO IMPLEMENT TRAINING

- Move toward a longer school year and more standardized testing of students.
- Set national educational goals that include a focus on academic excellence, a 90 percent highschool retention rate, and student competency in core subjects.
- Promote a "science and technology culture" by guaranteeing science education in every school.
- Direct more programs at in-school youth, i.e., modelled on the "stay in school" initiative, to raise awareness of the importance of education as preparation for the work force.
- Expand cooperative education programs for secondary students.

FUNDING SCHEMES

- Lift the ceiling on university tuition fees to improve staffing and upgrade facilities.

WHAT'S HAPPENED

NA

GOOD JOBS, BAD JOBS: EMPLOYMENT IN THE SERVICE ECONOMY.
Economic Council of Canada, February 1990

FOCUS

Employment in Canada is polarizing into good job and bad job sectors, with a shrinking number of middle-income jobs in between. The good jobs are highly skilled, well paying, and stable, while bad jobs are less well-compensated, less protected, and characterized by a high percentage of part-time and short-term work. The council calls for an improved education system and better skills training to steer Canadian workers toward the high-quality jobs that the service sector is beginning to generate.

TARGET GROUPS AND TRAINING NEEDS

All Workers

Each year, one-third of workers experience a spell of unemployment or a job change. Close to one-fifth of the adult population is functionally illiterate (reading at, or below, the grade 9 level). The quality of the high-skilled work force is mediocre: according to the 1989 World Competitiveness Scoreboard, Canada ranks in the middle in managerial talent, research and development personnel, and skilled labor.

More than 70 percent of Canadian workers are employed in the service sector. The industries that have contributed the most to employment growth have either very advanced skills requirements (health, social service, and finance) or very low ones (retail and personal services).

The existing work force is not being trained in the skills needed by the marketplace. Private-sector investment in training is insufficient, while government programs focus on short-term training for the long-term unemployed.

The current work force needs higher order reading, writing, and math skills; analytical and problem solving skills; creative thinking; communication and interpersonal skills, and technological and computer literacy.

Older Workers

These are workers over 55 whose labor market position has deteriorated in the past decade. Compared with other workers, they are less likely to have the skills and education needed to compete for information-based jobs. When unemployed, they take twice as long as other job changers to find work, partly because of the common perception that they have few years left in the work force.

Workers with Low Education Levels

Those with low levels of education have always experienced more difficulty in the labor market. With the growth of information-based employment, the poorly educated are facing more problems. They need basic remedial education in literacy and numeracy and job search skills.

Displaced Workers

People who lose their jobs have a harder time adjusting than those who quit, and it takes them twice as long to find a new job. They also face a greater risk of lower wages upon reemployment. Those who leave jobs in the manufacturing sector often must move to the service sector to find new work. In 1986, over 40 percent of workers leaving the goods sector found jobs in services. These workers need occupational training and job search skills.

Nonstandard Workers

These workers accounted for half of all new jobs created between 1981 and 1986 and now represent nearly 30 percent of total employment. In some cases nonstandard employment opens doors to more choices and flexibility. Yet such work tends to be unstable and poorly paid with few opportunities for training. The report identifies four groups in this area of work:

Part-time workers, who made up 15 percent of total employment in mid 1980s. One quarter of part-time work is involuntary, the majority of jobs are concentrated in the traditional service subsector (retail, food and personal services), and most part-time workers are young or female or both. Part-time workers are much more likely than full-time workers to be on contract, to be nonunionized and to work in small firms. They are less likely to receive benefits and usually earn less hourly than full-time employees doing similar work.

Short-term workers are mainly young workers or students who take jobs of less than six months duration. These jobs are less likely than full-time jobs to be unionized or to include benefits.

Self-employed workers are usually engaged in traditional services, e.g., newsstand or coffee truck owners, movers. They tend to earn less than other workers — in 1986, half of workers in this category earned under $10,000.

Temporary-help agency work has tripled in the 1980s and now stands at 80,000 workers. A 1988 survey found 41 percent of temporary workers were involved in temp work because they could not find full-time jobs. Most "temps" work in the clerical sector and about 70 percent are female. They earn below average wages and few benefits.

All these workers need skills upgrading to compete for good jobs, as well as more economic protection .

Women

Women make up the highest percentage of part-time workers and are disproportionally represented in low-skilled jobs, such as the routine production of data. They need training to prepare them for information-based work (jobs with a high-knowledge content) and basic upgrading to enhance analytical and interpretive skills.

Youth

A high secondary-school dropout rate (nearly 30 percent) and few apprenticeship programs means more young people fall outside the formal education and training system. Only 72 percent of Canadian 17-year-olds take part in a formal education or training program, compared with 87 percent of Americans and 94 percent of Japanese. Also troubling is the high percentage of those taking trade and vocational programs who do not seem to benefit from their studies: graduates experience high unemployment rates and most report they do not use the skills they learned. Canada also ranks near the bottom of several international comparisons of student performance in math and science.

Youth need literacy and numeracy training to prepare them for jobs with high-knowledge content.

KEY RECOMMENDATIONS

Strengthen commitment to Human Resources development by:

- A training strategy that emphasizes both a broadly-based education system and an active, industry-based training system that focuses on developing specific vocational skills.
- A greater commitment to training by business, workers and unions.
- A review of Canada's education system to see why we have such high illiteracy and dropout rates, and why Canadian students and workers fare poorly by international comparisons.
- A shift in labor market policy from the present focus on short-term income maintenance towards more active strategies of supporting skill development and long-term employability.
- Improve access to training for unemployment insurance recipients.
- Establish adjustment plans at the firm level to meet the needs of laid-off workers.
- Encourage sector level training initiatives (which promote private sector responsibility and provide a forum for labor and management to work together).

Promote economic security for workers

- Offer more benefits and greater protection for "nonstandard" workers.
- Extend benefits to part-time employees.

BEST COPY AVAILABLE

Recognize role of services in economic growth

- Increase federal funding for research that explores new ways of organizing and delivering services.

WAYS TO IMPLEMENT TRAINING

- Implement stronger labor standards to protect part-time workers and adopt legislation including them in benefits.
- Legislate minimum advance standards for layoffs as suggested by the Grandpré council on Adjustment.
- Create adjustment committees composed of labor and management representatives to assist laid-off workers.
- Establish reemployment packages for laid-off workers in major layoffs (defined as a loss of 50 jobs or more).
- Create sector-based training schemes, where employers and workers together identify skills needs in their industry and develop a targeted training plan.

FUNDING SCHEMES

The council suggests increasing UI funds available for training under Section 26 and relaxing eligibility restrictions for training under the UI program. Their report identifies a number of **"training triggers"** to stimulate training at the firm level, such as earned time off for training, paid educational leave, company training trust funds, a training tax that is refunded to firms depending on the extent of training provided (this creates an incentive for firms to train and generates a supply of funds to finance training).

The main recommendation, however, is a shift from the UI fund to an employment insurance fund, that unemployed workers could draw on for income support in the event of unemployment as well as for skills development, mobility, and counselling. The form of the benefit would be determined by the insured worker, in consultation with Employment Centre counsellors. Government contributions should cover initiatives of the fund that have social benefits for all Canadians, such as the costs of counselling and training. The employer and employee contribution would be applied towards income maintenance.

WHAT'S HAPPENED

The establishment of a national training board fulfills the council's recommendation that Canada develop cooperative business-labor policies for job training.

TRAINING IN AMERICA: THE ORGANIZATION AND STRATEGIC ROLE OF TRAINING. By Anthony P. Carlevale, Leila J. Gainer, and Janice Villet. San Francisco: Jossey-Bass, 1990

FOCUS

The report present the findings of a three-year study by the American Society for Training and Development and the U.S. Department of Labor on how training for the workplace is organized, delivered, and financed, and how it can be used to achieve organizational goals. The findings were developed through a literature review, the work of advisory panels, feedback from 400 experts, and interviews with employers and employees. The report considers who provides training, how workplace training works, and who receives it. It also explain how employers can form linkages with training providers and gives practical approaches for connecting training to strategic decision making.

General Characteristics of U.S. Training

- Training in the U.S. is shifting from an exclusive concern for the disadvantaged to an emphasis on the needs of current workers.
- There is not enough of it. Only 35 percent of Americans receive upgrading while on the job.
- U.S employers spend $219 billion annually on training. Employers provide 70 percent of the formal training they offer and purchase the other 30 percent from outside vendors.
- Most private training (68 percent) is provided to employees between the ages of 25 and 40.
- Training is unevenly distributed among occupations. Professionals receive the most pre-employment training (61 to 94 percent); followed by technicians, management support specialists such as accounting managers and personnel managers, general managers, mechanics and repairers, precision production workers, and craft workers. The least trained and educated employees are machine operators, transportation workers, laborers, and service workers (18 to 37 percent receive qualifying training).

TARGET GROUPS AND NEEDS

Existing Workers

All employees need personal management skills to assess personal skill levels and take charge of their own careers. They also need skills upgrading or retraining to help them keep up with economic and technical change. Increasingly, they need information about new work arrangements, career paths, and organizational structures, to plot career moves.

Many will also need career planning skills such as how to conduct a skills inventory and determine areas of growth in the labor market. They also need specific job search skills, such as resume writing, interpreting want ads, handling the interview, and negotiating a salary.

Retirees need information on the benefits of retirement and how to make the transition from work to retirement.

Executives and Senior Managers

There are about 2.5 million senior managers in the U.S., who make policy decisions, set organizational goals, and bear responsibility for overall profits and losses. They are under constant pressure to make numerous and risky decisions with major repercussions. They have many contacts with groups outside the organization, including government agencies, nonprofit organizations, other countries, and the general public.

Most have received extensive training on their way to the top, including formal schooling, job coaching, job rotation and mentoring. About 70 percent of large American companies provide executive training and development programs. These programs tend to be centrally managed, delivered by outside professionals in the form of seminars and workshops, and paid for by the corporation. Universities, graduate schools and institutes are the most commonly used providers for executive training.

The executive of the nineties must be knowledgeable about international business and economics. Foreign language skills, especially German, Japanese, and Spanish, will be increasingly important. Executives will also need to acquire knowledge of the cultural values and social systems of America's trading partners and competitors.

Executives will be under more pressure to assume political, social, and economic leadership. Consciousness raising on global issues such as the changing economy, industrial restructuring, and the environmental movement are identified as priorities. Other training needs include individual development and leadership training to better promote corporate strategic goals; communication and motivation skills to articulate a vision; negotiation skills to improve their daily interaction with others; and strategic planning.

Managers

There are roughly five million managers in the U.S. They are the fifth most highly trained occupational group in the American work force, after technical professionals, nontechnical professionals, technicians, and management support personnel. Managers execute policy rather than set it and tend to have the most frequent interaction with others in the organization. They are the "translators" who convey policy and motivate workers toward achieving strategic goals.

About three-quarters of all private companies provide training for middle managers, while about half of U.S. companies train senior managers. Most management training is provided at entry level. New managers are most frequently trained in employee selection, decision making, team building, strategic planning, and budgeting. Training by in-house consultants is the most common delivery method. Training for more experienced managers tends to be delivered by outside vendors and consultants or by job rotation and mentoring.

Although managers usually have a solid educational base, few have received formal training in managing and motivating people. Many experienced managers need developmental training in such areas as interpersonal skills, negotiation, teamwork, organizational development, and leadership. Other training needs include employee selection, decision making, team building, strategic planning, budgeting, and performance feedback.

Supervisors

There are roughly five million supervisors in the U.S. More than half work in retail sales occupations, while close to two million more supervise blue-collar workers in American industry. About 700,000 are supervisors in offices. In 1987, close to 60 percent of large private U.S. companies provided some formal training for supervisors, with in-house training departments as the major training agents.

Supervisors tend to have technical expertise, but may be missing a range of interpersonal and managerial skills. New technologies and flatter organizational structures in the workplace require supervisors to spend more time facilitating the work of teams. Current human-resource issues and communication skills are training priorities.

Nontechnical Professionals

There are about nine million nontechnical professionals in the U.S., defined as "degreed workers who attain specialized expertise and have careers focused in that area." They include counsellors, writers, editors, lawyers, teachers, librarians, personnel and training specialists. They are usually salaried workers who are exempt from receiving overtime pay when their work week extends beyond forty hours. This occupational group relies more than any other on schooling to qualify for their jobs. They tend to keep their skills current, whether to meet certification or self-imposed professional standards.

These workers tend to have a great deal of autonomy in their work and need little supervision. They tend to be highly motivated and seek opportunities for advancement. For them, quality of work life, contact with peers, significant projects, opportunities for learning and potential for growth are strong incentives to stay in a job. Lack of recognition and excessive workloads are the most common reason for leaving a position. About half of large U.S. corporations provide training for nontechnical professionals, usually a combination of in-house and outside trainers.

Their most critical training need is updating of professional qualifications to maintain expertise. They also need time management and project scheduling courses to better handle increased administrative responsibilities. Since writing is a primary function of most professionals, report writing and English courses are useful. Computer literacy is a priority as most professionals use computers for editing, processing, drafting, and accounting tasks. Speaking and presentation skills are also important, as are interpersonal skills (negotiation, conflict management, and speaking and presentation skills).

These workers could also benefit from health and stress management training to improve their ability to deal with pressure and fend off job-related health problems. Orientation to the changing workplace structure, new career ladders, and corporate goals and culture are also key needs. Training in contemporary workplace issues, such as pay equity, equal employment opportunity, and employee safety, is being provided by progressive companies.

Clerical Workers

There are more than 20 million clerical workers in the U.S. who provide administrative support and information management in office settings. This field is largely female-dominated, turnover is high, jobs have a limited career track and core duties tend to be the same across all industries. Employees enter their jobs with most of the basic clerical skills (typing, shorthand and filing) needed for job performance.

A growing number of employees are undertrained and not equipped to deal with the new information-based technology that is changing the skills requirements of clerical jobs. (Just over half of clerical personnel have qualifying training and less than a third receive upgrading). About 50 percent of all companies offer secretarial training. However, employers rarely or never conduct needs assessments for clerical training. When new machinery is introduced, most clerical workers receive training by outside equipment vendors.

In many instances, clerical employees are taking on tasks previously done by managers and specialists, and are under constant pressure to do more in less time. Technology is also shifting clerical workers into a more professional position. Increasingly, formal clerical training is a priority, with a focus on time management, conflict resolution, and interpersonal skill such as teamwork.

In addition, many employees need training to efficiently use new information management software and other computerized office technology. Courses in editing, drafting, processing, production, project management and accounting courses are also priorities to enable clerical employees to handle more complex administrative tasks.

Office etiquette is an emerging need for those executive assistants with responsibilities of power and confidentiality. A company's image may hinge on the warmth, friendliness, and efficiency of clerical personnel. Thus telephone communications, business writing, spelling, time management, and language and interpersonal skills are increasingly viewed as key training needs.

Sales Personnel

There are about 13 million marketing and sales workers in the U.S. They include cashiers, sales workers and stock clerks, and sellers of commodities, business services, real estate, securities, and insurance. Sales workers rely on less on education than on employers for training necessary to qualify for their jobs and to upgrade their skills once they are working. Virtually all companies train new sales employees, while more than half of large U.S. companies have formal policy documents detailing required sales training courses.

Large consulting firms are the most commonly used provider for sales training. Training is most often conducted in-house, with lectures the most common delivery method. However, video-taped presentation is increasingly popular because of its flexibility and cost effectiveness. Custom video enables training immediately after hiring, introduces new products in many locations, and demonstrates products consistently to all employees.

Sales employees need training in new product orientation, product updates, general selling skills, interpersonal skills, negotiation skills, and procedures (paperwork). Courses in effective presentations, business writing, telephone etiquette, customer service, account management, goal setting, problem solving, and stress management are also recommended.

Customer Service Workers

Direct customer service workers are the link between the company, the product and the consumer. Many of these workers earn low wages, have few if any benefits, or work part-time. Entry level positions and minimum wages are prevalent.

Of the 3.5 million people who work in the fast-food industry, 70 percent are under age twenty. As many are first-time employees, they need basic orientation to the world of work. Other training needs include problem solving, selling, negotiation, customer interaction skills (i.e., learning how to be friendly, ways of handling dissatisfied customers), stress management, basic clerical skills, and computer keyboarding.

Service Workers

There are 18 million service employees in the U.S., who work in such areas as food preparation, building services, health, personal, household, and police and fire services. These workers are among the least educated and trained employees in the U.S. Their training needs are not specified.

Technical Workers **(This group is treated in more detail in the abridgment of the following report.)**

These are workers who use theoretical principles from the mathematical or natural sciences in their jobs. Many also use technical machinery in their jobs or work in industries that produce technical machinery. These workers are critical to American competitiveness because they work in industries that produce most of the country's internationally traded products and services. They are also important because they invent and produce the technologies that are transforming the workplace.

Technical professionals make up 24 percent of the technical work force, and number 4.8 million. They include America's 2.5 million health care professionals, 1.5 million engineers, and 800,000 natural, mathematical, biological, and computer scientists. Of all occupational groups, they receive the most education and training for their jobs and also the most upgrading on the job. Their jobs usually require at minimum a four-year college degree. Technical professionals tend to pursue their professional development independently. They usually need training in subject matter related to their area of expertise.

Technicians make up 18 percent of the technical work force and number abour 3.7 million. More than 1.5 million work in health care; about 1.3 million are in engineering; and another 800,000 work as computer, broadcast, and traffic technicians. After professionals, technicians are the most highly educated and well-trained workers in the American work force.

Technicians need training that applies directly to their work. Other training needs include principles of new technologies and new applications of existing technologies. Courses in safety and hazards are also needed.

Blue-collar workers number about 30 million in the U.S. and include craft workers, operations personnel, construction workers, repair persons, machine operators, assembly workers, transportation workers, and laborers. They tend to receive their training from equipment manufacturers, the rationale being that the manufacturer is the most qualified to conduct training on new processes and equipment.

Blue-collar workers could benefit from training in integrated manufacturing, which covers all phases of manufacturing from concept development to the finished product; new technologies and their applications; and safety training (industrial hygiene, fire protection, dealing with hazardous wastes, and loss protection).

Data processing personnel build information systems and programs. They number about 1.5 million in the U.S., and include computer systems analysts, programmers, operators, information managers, and data entry clerks. Rapid technological change in the computer field means these workers are under pressure to keep their skills and knowledge current. Most of their training is provided by employers, as the schools cannot catch up to technological change. Data processing personnel need training in managing information systems, computer design and analysis, auditing (of both systems and procedures) and programming in specific computer languages.

Youth

Educational reformers are concerned about the quality of education that general and vocational students receive. Another concern is the educational attainment gaps that exist among race and ethnic groups. Black and Hispanic teenagers are far more likely than white youths to leave school early, and poor youths are three to four times more likely to drop out than students from higher-income families. Hispanics at all economic levels are especially likely to drop out.

Vocational education students make up 61 percent of the highschool student population. Increasingly, employers are complaining that these students are unprepared for the workplace.

Reformers are calling for changes to the highschool curriculum to put more emphasis on reading, writing, math, and science skills. Expanding the curriculum to include interpersonal, teamwork, and workplace organizational skills is another suggestion. Students who are deficient in basic skills need a new curriculum that integrates generic skills with job-related learning.

College Students

In 1987, 22 percent of all Americans aged 25-29 had completed four years of college, twice the percentage for 1963. Increasing college enrollments are caused by an increase in the number of older students, especially female students over age 35. Their number rose from 418,000 in 1972 to 700,000 in 1976, a 67.5 percent increase.

Older students need flexible timetables to accommodate their family and work responsibilities. An easing of formal college entry requirements, convenient classroom locations and schedules, the use of radio and television to transmit course material, and independent study, are encouraged.

People with Low Levels of Educational Attainment

This category includes dropouts, the underemployed, the working poor, people who have been dislocated from their jobs with dim prospects for reemployment, and persons who are likely to fail the transition from school to work. About 40 million Americans currently fall into one or more of these categories.

Those who have been out of school for a number of years may need basic literacy and numeracy skills upgrading for self-development and entry into vocational training. Other key needs include career clarification and job search techniques, including self-assessment, setting career goals, investigating career fields, and writing effective résumés.

KEY RECOMMENDATIONS

- Government should disseminate information on best practices in training and give employees incentives to look to external educational institutions to provide generic training.
- Integrate human-resource development to help employees adjust to change and make training available to all employees, not just professionals.
- Use the "applied approach" to training, which is pragmatic, work-based, and systematic.
- Connect training to performance reviews and opportunities for career development.
- Decentralize learning systems to allow employers to learn from employees.
- Build stronger linkages with other employers and training and educational institutes.
- Emphasize generic skills: decision making, problem solving, learning to learn, project management, and teamwork.
- Involve employers in curriculum development.
- Expand training opportunities and improve coordination of existing programs.
- Emphasize skills training for the unemployed rather than income maintenance.
- Provide "one-stop shopping" for people interested in training opportunities.

- Give the disadvantaged the lion's share of public resources, because "people unable to get work disappear from the community, drop out of the political system, and fall in the underground economy."
- Establish standards to measure progress in skills development.
  Encourage teachers to link the teaching of academic subjects to real-world applications.
- Develop a new curriculum for non-college bound youth that mixes academic basics and applied learning.

WAYS TO IMPLEMENT TRAINING

- Training should be job-specific in approach and based in the workplace.
- The trend is toward centralized control for company-wide, generic training and decentralized control for technical or on-the-job training.
- Training may be delivered formally (via lectures, apprenticeship programs, computer assisted learning, and interactive video), or informally, i.e., what the British call "sitting next to Jenny" (learning by doing).

FUNDING SCHEMES

- Target the majority of public resources on the poor and unemployed and provide them with transitional services.
- Government and private sector should share the cost of upgrading programs for employed workers.
- Employers who receive public funds to train should provide matching funds.
- Set national targets for employer spending on training (two percent of payroll nation-wide, with the ultimate goal of four percent of payroll).
- No public funding for executive development or sales training.

WHAT'S HAPPENED

The Job Training Partnership Act (JTPA), implemented in 1988 by the Reagan administration, is the largest federal training program. It provides skills training for disadvantaged youths and adults, retraining for dislocated workers, and courses for Native Americans and migrant and seasonal farm workers. JTPA gives much of the authority for administering programs to the states, which divide about $4 billion annually for training. Private industry councils, composed of business and community representatives, plan and administer local training programs. The aim of the program is to provide the unemployed with access to career development, rather than welfare. Training allowances for participants are not provided.

American companies are not obligated to provide skills training. However, there are two pieces of federal legislation that offer incentives for employers to train. The Targeted Jobs Tax Credit (TJTC) is given to employers that hire workers in certain tarteted areas, usually those who are poor and disadvantaged. The Veterans' Job Training Act provides funds to employers that hire and train veterans.

The federal government also funds programs to help young people manage the transition from school to work. The Career Information System uses a multimedia approach (computers, videos, microfiche) to help people make career decisions. Jobs for America's Graduates (JAG) operates in 12 states and targets potential dropouts with training in job search skills, personal development, and career planning. A number of other internship and incentive programs directed specifically at dropouts are underway in Boston, New York City, Seattle, Memphis, and Louisville.

TRAINING THE TECHNICAL WORK FORCE. By Anthony P. Carlevale, Leila J. Gainer, and Eric R. Schultz. San Francisco: Jossey-Bass, 1990

FOCUS

As workplace technologies change and U.S. businesses face more competition, managers are developing new attitudes toward training their employees. There is a growing consensus among employers that technical training is the key to staying competitive in an economic environment of rapidly advancing technologies.

The report identifies the size and scope of America's technical work force, describes where and how this population gets its training, and provides examples of how some of the largest companies organize and deliver technical training. It emphasizes that technical training is most effective when it supports an organization's strategic goals.

TARGET GROUPS AND NEEDS

Trends

Most American business leaders agree that ensuring the quality of the technical work force is the greatest training challenge of the nineties. The demands of more sophisticated technologies require a well-trained work force that is flexible, innovative, and creative. Yet the emerging labor pool (ages sixteen to twenty-four) is lacking in many of the most basic skills, such as reading, problem solving, computation, and the ability to learn. Thirty percent of those potential workers are likely to be poor, unemployed, or unemployable.

Technical Professionals

These are employees who use theoretical principles from the mathematical, physical, or natural sciences in their work, such as health care professionals, scientists, computer scientists, and engineers. They are among the most highly educated and best trained of the nation's employees, and rely heavily on schools to prepare them for their jobs. They make up 24 percent of the technical work force. Men dominate the technical work force, representing 76 percent of all technical workers. Women, blacks, and Hispanics are underrepresented.

Many of these workers need upgrading in their area of expertise to keep pace with changing skills requirements and technological advances in their fields. Key training needs include an awareness of new technologies and processes within a specific field of study, new applications of existing technologies, and safety training.

Increasingly, training in nontechnical areas is being focused on. This may include labor relations, planning, delegating, problem solving, time management, interpersonal skills, materials management, team building, and leadership.

Technicians

These are people whose expertise lies in a technical specialty area, such as nurses, physical therapists, X-ray technicians. They make up 18 percent of the work force and tend to receive training that applies directly to their jobs. Although many are graduates of four-year colleges, most technicians have developed their skills through community colleges or on-the-job training. More than half require upgrading to maintain certification and keep skills and knowledge current with changing technologies.

Training in principles of new technologies and new applications of existing technologies is a priority. All workers need safety training, which includes the proper use, maintenance, and repair of equipment; the storage, handling, and disposal of hazardous materials; emergency procedures (fire-fighting, decontamination, first aid, evacuation procedures); personal safety (maintaining a clean work area, using protective gear, proper lifting to avoid injury); and safety in the home and on trips. A related training need is for safety hazard communication, such as proper labeling, storage, and handling of hazardous materials in the workplace; posting of warning signs, identification of restricted areas, and procedures for avoiding occupational illnesses.

Data-Processing Technical Personnel

There are more than 1.5 million data-processing workers in the U.S. They build information systems and programs, operate computers, compile and structure data, and perform research, development, and design functions. They are one of the most highly trained and educated occupational groups in America's work force. Most have substantial pre-employment education , in colleges and universities, to prepare for their jobs, but rely on employers to provide training for upgrading their skills. These workers are also the first and hardest hit by changing skills requirements.

Their greatest need is for job-specific training in new software systems and in information management. Programming in specific computer languages, such as BASIC, FORTRAN, and COBOL, and auditing of systems and procedures are priorities.

Skilled Trade (Blue-Collar) Workers

They number almost 30 million (58 percent of the technical work force) and include craft workers, construction workers, repair workers, machine operators, assembly workers, transportation workers, and laborers. They tend to rely on informal on-the-job training for the upgrading they receive.

Training in mathematics, theory and statistical process control are focused on for these workers. They also need broad technical skills, which can include an introduction to technological principles in such areas as electricity, mechanics, computers, and power systems. Courses in applied technology and safety and hazard communication are also useful. For some of these workers, basic literacy may need to be acquired.

KEY RECOMMENDATIONS

- Choose technical experts with backgrounds in adult learning as trainers.
- Make more use of outside training providers, i.e., colleges, universities, and professional associations, to update employees' skills and knowledge about advancing or new technologies.
- Create partnerships with training providers to improve the quality, efficiency, and delivery of training.

WAYS TO IMPLEMENT TRAINING

- Satellite networks aid employers in sharing programs and information with each other and allow universities to send programs easily and directly to workplaces.
- Interactive video technology can provide training that simulates a work environment and allow employees to be active participants in the learning process.
- Interactive video programs are more and more popular with employers for the following reasons: They are more cost and time efficient than other learning systems; training can be standardized and centrally controlled; training can be delivered decentrally; the programs are competency-based and self-paced; programs are interesting and attention-grabbing and keep the learner motivated, and programs can be taken on-site, which minimizes time away from the job.

FUNDING SCHEMES

NA

WHAT'S HAPPENED

NA

WORKPLACE BASICS: THE ESSENTIAL SKILLS EMPLOYERS WANT. By Anthony P. Carlevale, Leila J. Gainer, Ann S. Meltzer. San Francisco: Jossey-Bass Ltd, 1990

FOCUS

This book presents the findings of the three-year American Study of Training and Development (ASTD) nation-wide study on the basic skills employers are looking for. Rapid technological change, just-in-time production, and participative management have created a demand for a more flexible work force with a higher-base level of skills. Many, however, lack the basic literacy and numeracy skills needed to acquire more sophisticated technical skills. Increasingly, employers are realizing they will have to fill in the skills gaps of less qualified workers to remain competitive.

TARGET GROUPS AND NEEDS

All Workers

The report identifies the following hierarchy of skills that all workers need to succeed in the workplace: the ability to learn, reading, writing and computation skills; speaking and listening skills; creative thinking, adaptability and problem solving; personal management skills (self-esteem, motivation and goal setting), and leadership skills.

Learning to learn - The ability to learn the particular skills of an available job, as well as apply new knowledge quickly when job demands change. Training should include techniques to increase learning ability, understanding how to find and use resources, knowledge of different learning preferences (i.e., print, visual, interactive) and different learning styles.

Job-related reading, writing, computation - These core skills can be provided by using an "applied approach" to training (teach skills as they are used on the job) using job-based materials/concepts. The emphasis is on applying concepts to practical situations.

Oral communication and listening - Training can include techniques for interpreting body language and voice inflection; tips on improving nonverbal communication; presentation skills, negotiation and leadership skills, assertiveness, performance feedback, and effective listening.

Creative thinking/problem solving - Problem solving is the ability to recognize and define problems, find solutions, and evaluate results. Creative thinking requires the ability to come up with innovative solutions to problems, to visualize ideas, and to find connections between seemingly unrelated ideas.

Personal Management: self-esteem, motivation/goal setting, career development — This set of skills can help employees cope with change, gain self-confidence, take charge of their careers, and work up to their full potential. Personal management skills also include daily "survival" skills like money management, renting an apartment, computing tax returns, understanding credit, identifying child-care services, using public transportation, and looking after one's physical and mental health. People do not automatically learn these skills: dropouts, reentrants, or members of disadvantaged groups may have had no role models from which to learn them. Deficiencies in personal management skills may also surface with experienced workers who want to make changes in their lives but have no understanding of how to do so.

Self-esteem - Increased self-esteem can help learners to improve work performance and move up in the workplace. Training should focus on helping learners develop affirmative ways of thinking, feeling, and acting. The goal is to improve people's self-awareness and their ability to cope with stress, deal with change, and handle criticism.

Motivation/goal setting - Training in goal setting can improve attitude and work performance as well as the organization's bottom line. It should focus on providing learners with the ability to set goals, challenge himself or herself, define steps to meet goals, measure progress, identify the people and resources necessary to reach goals, identify potential obstacles and how to overcome them.

Employability skills - These include the range of skills that prepare people for employment, such as world of work awareness (labor market functions and trends), how to choose an occupation related to one's education, interests and values, (self-assessment), writing résumés, researching employers, filling out applications, networking, handling the interview, compiling references, writing follow-up letters, identifying training programs (career planning and decision making). These skills also cover the range of work maturity skills a person needs to hold and progress in a job, such as reliability, loyalty, time management, following directions, regular attendance, good grooming and hygiene.

Career development skills - To help learners face and manage career change. Training should improve self-awareness, help people become aware of opportunities, constraints, choices, and outcomes, and encourage them to choose jobs based on their abilities and interests, help them discover nontraditional career paths. The ability to master job search and career change is a critical skill in today's labor market, where it is estimated that a person will have eight jobs during his or her work life.

Group effectiveness: interpersonal skills, negotiation and teamwork - These skills help employees improve their ability to interact more easily with co-workers, handle stress and ambiguity, and share responsibility. Training should include cross-cultural awareness, active listening, giving feedback, self-disclosure, building trust.

Teamwork - Training in techniques that emphasize teamwork, such as leadership, conflict management, team building, brainstorming, and coaching.

Negotiation - Training can include techniques for effective negotiation, such as how to analyze an opponent; approaches to managing conflict; focusing on interests not positions; using objective criteria.

Organizational effectiveness/leadership - Having a sense of where the organization is headed and what one can do to make a contribution (organizational effectiveness); how to respond to an organization's culture, how to identify career paths.

Leadership training - To encourage employees to assume responsibility, motivate co-workers, and make decisions.

KEY RECOMMENDATIONS

- Skills training programs are most effective when they are based on an action plan that includes management and union support, use a systematic approach to design and delivery, and have a job-specific orientation (learning outcomes are linked to job performance).
- The applied approach to training is more cost-effective than broad-based training and benefits both employer and employee.

WAYS TO IMPLEMENT TRAINING

- Identify problems that could be remedied by training.
  (Assess extent of the problem, create a company-wide task force on training needs, perform a job analysis for selected jobs, identify target groups for training)
- Build management/union support by making a case for training.
  (Develop a plan for gaining employee acceptance of the training program, emphasize aspects and ease concerns about job loss, court influential support for a training program, build an institutional commitment to training)
- Design the curriculum.
  (Select instructional techniques, (i.e., traditional classroom, video or multimedia classroom, interactive television classroom, computer-based training), choose site, develop evaluation techniques, involve employees in learning goals)
- Design a performance-based program.
  (Program should focus on mastery of skills deemed essential for successful on-the-job performance)
- Implement program.
  (Select and train staff, provide vocational counselling)
- Evaluate and monitor training.

FUNDING SCHEMES

NA

WHAT'S HAPPENED

NA

PREPARING FOR EMPLOYMENT IN THE 1990s. By William R. Daggett, New York State Education Department, 1990

FOCUS

This report presents a model for redirecting vocational education based on New York State's initiatives. It argues that vocational education must shift its focus from job-specific skills and move toward providing students with the broad-based skills they need in the workplace. Education should emphasize critical and analytical thinking, responsibility, flexibility, and the work ethic. Schools should also institute new, technologically based curriculums responsive to marketplace needs to prepare students for the challenges of the information/technology age and broaden their constituencies.

TARGET GROUPS AND NEEDS

Teachers

All teachers will need retraining in instructional techniques for occupational education. They must also acquire technological competency to motivate students toward technological careers.

Youth in School

Twenty percent of American youth drop out of school before finishing grade 12. Another 20 percent graduate with marginal academic preparation, no vocational training, and no plans to continue their education. An additional 20 percent graduate with no vocational preparation and minimal academic competency. They continue their education but have high dropout rates and as a result, remain unprepared for the work force. All three groups are at high risk for long-term unemployment and live of economic marginalization.

Neither youths, nor their parents, view traditional vocational education occupations such as health care, child care, and certain trades as attractive career options, despite looming labor shortages in the skilled trades. Young people need awareness that many vocational education occupations are viable choices for mobility and financial success.

Youth will need a higher order of broad-based, transferable skills to master the more complex tasks made possible by technology. Verbal and nonverbal communication, listening, reading comprehension, information retrieval, and computation are core competencies. Goal setting, problem solving, decision making, and human relations-leadership skills are needed to enable youth to take responsibility, work in teams, and motivate others.

Other skills that will be relevant to all youth include keyboarding, data manipulation, problem solving and decision making, understanding information systems and other technological systems, and applied math and science. Safety-work habits, i.e., the factors contributing to workplace safety, are an emerging need.

The U.S. Department of Labour predicts that by the year 2000, 44 percent of jobs will be information-related and will involve collecting, storing, and retrieving data. Knowledge of technological systems is rapidly becoming a basic skill needed by all entry level employees. Youth need to learn how to retrieve and manipulate complex information systems (e.g., electronic mail, robotics, and automated inventory).

Youth also need an understanding of how technology affects people and the environment, an awareness of developing technologies, and an understanding of the role that governments and society should play in controlling technology. Political, environmental, and legal literacy are other priorities.

Career education is essential to help youth identify goals and values, evaluate interests and talents, investigate different career paths, and use resources for labor market information. World of work awareness should include the key competencies that all students need, regardless of their occupational choice. Training should introduce students to the realities of the workplace and emphasize the leading role a person's career plays in his/her life. Students should develop the ability to assess talents and skills and relate them to career choices, use resources for employment information, and understand the relationship of education and training to employment. An understanding of business organization and management is also useful.

Increasingly, personal development skills such as personal appearance, health, use of leisure time, and food and nutrition are priorities, especially for disadvantaged youth.

KEY RECOMMENDATIONS

- Revamp vocational education to include broad, transferable skills as well as job-specific skills.
- Focus on teaching the skills and concepts underlying all pieces of technology.
- Mount a public awareness program to convince students, counsellors, teachers and parents of the value of vocational education and to counter the public perception of vocational education as preparation for repetitive, low-wage work.
- Revitalize teacher training.

WAYS TO IMPLEMENT TRAINING

- Develop curriculum in small units which can be easily updated to meet the changing needs of the marketplace.
- Create a state-wide testing program.
- Make math and science diploma requirements.
- Increase cooperative work opportunities.
- Upgrade and expand teacher education programs so that they are responsive to changes in vocational education programs.

FUNDING SCHEMES

NA

WHAT'S HAPPENED

A growing number of U.S. vocational schools are providing guarantees to employers that their graduates have learned the basic skills needed to perform an entry-level job. Increasingly, schools are developing courses in consultation with business.

MADE IN AMERICA: REGAINING THE PRODUCTIVE EDGE.
Michael L. Dertouzos, Richard K. Lester, Robert M. Solow. Cambridge, Mass.: MIT Press, 1989

FOCUS

The report, commissioned to analyze a sharp decline in U.S. industrial performance, explores the relationship between training and industrial productivity. It warns that a poorly trained work force is a long-term threat to a country's competitive ability and calls for more emphasis on on-the-job training to develop general as well as specialized skills.

TARGET GROUPS AND NEEDS

Women

Immigrant women need language training and occupational training to broaden their career choices. Disadvantaged women need training in life skills, problem solving, and job-related reading, writing, and math skills.

Workers with low-Education Levels

The adult illiterate population, especially women, blacks, and Hispanics, need basic upgrading in literacy and numeracy.

Displaced Workers

Semi-skilled or unskilled blue-collar workers, mainly in resource industries, who are laid off in mid-career, are the focus here. Their learning needs include up-to-date labor market information about emerging opportunities, job readiness and job search techniques, and basic skills updating in order to acquire more specialized skills.

Youth

Fewer than half of all American highschool students take a math or science course after grade 10, and American youth rank poorly on comparative international tests. They need basic upgrading in reading and math and technological literacy.

Business Students and Faculty

They need exposure to international cultures, and an understanding of comparative management practices in order to solve real-world problems. A knowledge of new information systems is essential. Increasingly, an understanding of human-resource management issues such as hiring of disabled workers, affirmative action policies, and ways to encourage labor-management cooperation are critical. All business leaders require a working knowledge of current technology and the ability to speak and comprehend foreign languages, especially French and Spanish.

KEY RECOMMENDATIONS

- Encourage workers to be more involved, less specialized, and always learning.
- Flatten organizational hierarchies to give employees wider experience and more responsibility.
- Train key employees in foreign languages and international business practices.
- Involve labor representatives as partners in setting training goals.
- Develop more rigorous standards for education, e.g., a focus on science, technology, foreign languages.

WAYS TO IMPLEMENT TRAINING

Workplace training, based on Japanese and West German approaches, is the recommended approach for work force training. For instance, West Germany offers youth apprenticeships in more than 400 occupations. In Japan, workers rotate between sales, research, and manufacturing to acquire general skills and spend several days a year in corporate training centres to develop more specialized skills.

FUNDING SCHEMES

- Tax incentives to stimulate business investment in training.
- Incentives for employees to save for their own training, i.e., individual training accounts.
- Partnerships between business, labor, and state governments for training, tying funding to results.

WHAT'S HAPPENED

NA

OPPORTUNITY 2000: CREATIVE AFFIRMATIVE ACTION STRATEGIES FOR A CHANGING WORK FORCE. Hudson Institute, Indianapolis, Ind.: September 1988

FOCUS

In a labor market characterized by scarcity, skills deficiencies and demographic diversity, training is no longer an option but a competitive necessity. Businesses will be forced to look beyond traditional sources of labor and offer training to those they have traditionally ignored: minorities, women, people with disabilities, and older workers.

TARGET GROUPS AND NEEDS

Existing Workers

Between now and the year 2000, service industries will create virtually all of the new jobs. These jobs will require much higher skills than the jobs that exist today. Lower skilled workers will be eligible for only four percent of all new jobs.

All workers need more sophisticated math, English, and computation skills to handle more complex tasks in the workplace. They also need training in interpersonal skills so as to interact more easily with members of the new work force — people with disabilities, sufferers of AIDS, and members of diverse ethnic and racial groups. An awareness of substance abuse in the workplace is an emerging training need. Technological literacy is a priority to enable employees to cope effectively with technological advances in the workplace.

Job search techniques will require constant upgrading. Increased employee mobility and choice mean that all employees will have to improve their ability to identify career opportunities, prepare qualifications for job changes, and sharpen their job search skills.

Minorities

Nonwhites will make up close to 30 percent of new entrants into the labor force by the year 2000, twice their current share of the work force. Despite these growing labor force participation rates, blacks and Hispanics continue to be much less successful in the labor market than whites. They are overrepresented in declining industries and underrepresented in rapidly growing ones. The unemployment rate for blacks is more than twice as high as the rate for whites.

Blacks and Hispanics are concentrated in a small number of central cities beset by severe social problems. An alarming percentage of minorities lack basic skills and are physically and socially isolated from education and training opportunities. For instance, youth in ghettoes have few black role models and are exposed to joblessness as a way of life. Black adults are completing college at only half the rate of white adults. The Hispanic population is completing college at less than half the rate of blacks.

By the year 2000, nonwhites and immigrants will account for 42 percent of new labor market entrants. Black women will comprise the largest share of the increase in the nonwhite labor force.

Minorities may require basic skills upgrading in English, math, and reading comprehension. Many will need citizenship skills to feel more comfortable with American ways. World of work awareness, i.e., business conduct, personal grooming, general office skills, occupational awareness, and job readiness skills are priorities.

Women

By the year 2000, about 47 percent of the work force will be women, and 61 percent of women will be at work. Women continue to be concentrated in traditional female occupations, such as nursing and elementary school teaching, that tend to be lower paying and less rewarding than jobs held by men. They earn only 70 cents to every dollar earned by men, and are paid less for work of equal value. It is more difficult for women to climb the corporate ladder. Fewer than two percent of officers in the Fortune 500 companies are women.

Women spend more time than men caring for children, elderly family members and are responsible for a disproportionate share of work in the home. They tend to have less geographic mobility than men — in the most cases, women sacrifice their careers to accommodate their husband's.

Clerical workers are of special concern. The majority of victims of sexual harassment are female office workers, usually single parents, who work for male supervisors.

Many women need training in contemporary workplace issues, such as how to be effective in a male corporate structure, how to deal with office politics, and effective supervision and mentoring.

They need assertiveness training and negotiation skills to help them move up career ladders. Awareness of violence against women and techniques for handling sexual harassment and gender discrimination are especially useful.

The rewards and challenges of careers in technology and trade and information about educational preparation for these jobs should be targeted at women in school, as most of these jobs require extensive training.

Information about how to combine work and family demands is a priority, as is information about companies and occupations which take into account women's dual responsibilities.

Reentry Women

Women who have dropped out of the work force temporarily to raise children or accommodate their husband's career needs face more hurdles than those who have never left the work force. They need to realize that their nurturing abilities developed through raising a family may be transferable to growing occupations, such as health care and counselling. They also need training in how to recognize and transfer other skills acquired through running a household, such as accounting and financial management, negotiating with contractors, diplomacy, mechanical repair, and food preparation, or through volunteer work, such as leadership, teamwork, and organizational skills.

In many cases, retraining is necessary to enable women to assume their former levels of responsibility. Computer skills and a knowledge of basic technology are essential in the new information-based workplace.

Other special needs include goal setting for professional development; self-esteem training to help rebuild self-confidence; and techniques for balancing family and workplace demands, i.e., information on how to find a middle ground between competing worlds.

Immigrants

There are more immigrants to the United States than at any time since World War I. By the year 2000, 450,000 immigrants a year are expected to enter the U.S. Recent immigrants have come primarily from Latin America and Asia, and tend to settle in the south and west. One-fifth of all recent immigrants live in the Los Angeles area.

Recent immigrants need basic skills upgrading and training in English as a second language.

People with Disabilities

Of 13 million disabled people in the U.S., 66 percent are unemployed. At a time when the economy is shifting toward service jobs, and away from physically demanding work in the manufacturing sector, these people are an overlooked source of capable workers.

People with disabilities need awareness of the opportunities available in services, as well as more support such as modified work schedules, special equipment, and services.

KEY RECOMMENDATIONS

- Make training of these disadvantaged a priority.
- Deal with gaps in education and training of existing workers.

WAYS TO IMPLEMENT TRAINING

- Attitudinal changes — treat all employees as assets to be developed and as candidates for advancement; recognize that the new work force has a new and diverse set of values.
- Structural changes — a sophisticated human-resource program that plays a central role in corporate affairs; two-way communication between management and employees
- Programmatic changes — a top-level commitment to equality of opportunity; a human-resources program geared to retention, managing diversity, and upward mobility.

FUNDING SCHEMES

NA

WHAT'S HAPPENED

NA

EMPLOYMENT OUTLOOK. Organization for Economic Development, Paris, 1990

FOCUS

Persistent unemployment in most industrial countries is contributing to growing numbers of the "new poor," says the Paris-based economic research body. Long-term unemployment remains high, yet most countries are experiencing a critical shortage of qualified workers. The report recommends that governments do more to improve the ability of unemployed or underemployed workers to compete for jobs. More training and retraining of existing workers, ensuring adequate child care, and providing better information on job opportunities are needed so unemployed workers can participate in the mainstream economy.

TARGET GROUPS AND THEIR TRAINING NEEDS

Current Workers

All workers need assistance with long-term career development, upgrading of skills, and more on-the-job training.

Older Workers

Older workers are more likely than younger ones to be laid off; to remain unemployed over a longer period; not to attend training courses, and to be less educated. The prospect of "starting over" is more traumatic for older workers. They often must overcome a number of barriers, such as discouragement, lack of self-esteem, and fear of the future Many will need basic skill remediation with a focus on literacy training, numeracy courses, and computer awareness, as well as improvement of communication and interpersonal skills (problem solving, decision making). Job readiness training (confidence building, making career decisions, labor market knowledge) is a key learning need. Entrepreneurial training, vocational skills training, and job search skills training could be included. Many older workers who have been laid off will require counselling and emotional support.

Displaced Workers

These workers tend to be men in the prime of their working lives, laid off from stable jobs in the manufacturing sector. In the 1980s in Canada, almost 120,000 workers lost their jobs each year. The average length of joblessness was 25 weeks. The share of displacements caused by plant shutdown was 40 percent. The costs of displacement are higher for those workers who belong to an ethnic minority, who are over age 55, who lack skills and schooling, or who live in an area of high unemployment.

These workers need basic skills upgrading in literacy and numeracy, technological literacy, job readiness and job search techniques.

Women

Female employment rates are increasing in all the OECD countries, yet women's participation in the labor market often remains below potential and underutilized. Women are still concentrated in low-skill jobs with limited career opportunities. Many are constrained in the type of work they can seek because of family responsibilities.

Reentry women will require basic skills upgrading in literacy and numeracy as well as occupational or refresher training. All women should receive more information about employment in nontraditional fields to provide them with opportunities to pursue a wider range of careers.

KEY RECOMMENDATIONS

- Give priority to active measures such as training, placement, and adjustment programs for the unemployed and those on welfare, to break dependency cycles and integrate them into the mainstream work force.
- Develop employment-related skills and reinforce the key role of the private sector in job training and reskilling of the labor force, i.e., more cooperation between enterprises, education and training institutions to cope with changing skills requirements.
- Provide a broad range of employment services to all workers.

WAYS OF IMPLEMENTING TRAINING

- Improve highschool education, i.e., all youth should complete high-school.
- Extend adult education and retraining.
- Expand job training and skills upgrading in industry.
- Target the unemployed and disadvantaged for training.
- Provide more and better information to jobseekers, i.e., customer-tailored services, networking with training institutions, access to databanks.
- Improve counselling to help people plan their careers and businesses improve their skills upgrading programs.

FUNDING SCHEMES

NA

WHAT'S HAPPENED

NA